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ABSTRACT

The Ottumwa Experimental and Demonstration Project was initiated to develop more economical and more effective ways for delivering comprehensive manpower services to residents of rural areas. The Ottumwa Project involved a fundamental restructuring of rural employment service operations--development of more effective ways of delivering effective services required bringing the service delivery system into greater harmony with the demands made by changed and changing rural labor market conditions and socioeconomic patterns. The 2-year Ottumwa experience yielded some important observations, among them: (1) A single administrative unit for the entire operational area is essential, (2) A small advertising budget is a worthwhile expenditure, and television the best medium, and (3) It was more important to have fiscal resources and physical facilities to assure maximum utilization of available staff, than to have additional staff if there was a choice. (CD)

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BREAKTHROUGH

rural manpower services

Final Report - Ottumwa, ~~Iowa~~ Experimental & Development Project

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BREAKTHROUGH IN RURAL MANPOWER SERVICES

FINAL REPORT OF THE OTTUMWA, IOWA EXPERIMENTAL & DEVELOPMENT PROJECT

Iowa Employment Security Commission

U.S. DEPARTMENT OF LABOR
DEPUTY ASSISTANT SECRETARY FOR
MANPOWER AND MANPOWER ADMINISTRATOR
WASHINGTON, D.C. 20210

The extensive publicity and attention given our troubled urban centers have, for the most part, overshadowed the equally serious social, economic, and manpower problems of rural America. This has been unfortunate since the problems of rural and urban areas are not mutually exclusive, but have a cause and effect relationship. The problems of rural America have contributed largely to the present dilemma of our cities.

The Ottumwa E&D Project is representative of the growing awareness of this situation. The project was an attempt to find more effective ways of bringing limited resources to bear on manpower problems in a rural area. I commend the Iowa Employment Security Commission for conducting its project in a working situation rather than an ivory tower, and for making the many painful decisions in realigning lines of authority and communication.

The best recommendation for any experimental project is how the results are utilized. The Ottumwa experiment speaks eloquently for itself--the Iowa Employment Security Commission has retained the area concept organization in Ottumwa and is making plans to reorganize the entire employment service in Iowa on the Ottumwa model. I encourage every person in policy-making positions in the employment security system to give this report his careful consideration.

Malcolm R. Lovell, Jr.
Deputy Assistant Secretary for
Manpower and Manpower Administrator

FORWORD

by Arnie Solem

The Ottumwa Experimental and Demonstration Project was designed several years ago to find solutions to several serious problems facing those who provide manpower services to people in small towns and rural areas. There was the overall problem of providing a full range of services at a reasonable cost. Another set of problems has grown out of the technological revolution in agriculture. While large scale operations benefited those able to enlarge their farms, those with small acreages were often driven to supplementing their farm income by commuting 50 miles or more to work. The competitive drive for efficiency permitted few communities to enjoy adequate health facilities, schooling, libraries or the means of acquiring a skill. Many rural people were ill-equipped to get ahead in the growing cities. Some of them became the rural poor and some added to the fast growing ranks of slum dwellers and people on welfare.

Although major programs such as the soil bank gave farmers more time to adjust to technological change, this benefited mainly the owners of land as distinct from employees or renters. Rural youth who had educational opportunities were generally able to make a good adjustment. Young men without a skill, however, found fewer and fewer opportunities in the cities. Our studies revealed that many were afraid to go unprepared into urban centers and with good reason. Little attention was paid by successive administrations to the problems of rural youth until they became problems of urban areas. When the massive migration of rural people to the cities led to riots and soaring welfare costs, a whole battery of new, and generally excellent programs, was developed to help the now urban poor make some kind of adjustment.

There was recognition that the source of many problems of the urban poor were generated in the rural areas, but little was done to apply remedies at that point. The rural poor were scattered, unorganized and without leadership while dramatic and militant demands for remedial measures came from the urban areas. It was argued, also, that it would be too expensive to carry on the kinds of manpower programs in rural areas that were being developed in the cities. Techniques, such as personal outreach, did not fit rural settings in the same way as they did urban areas.

Although the growing manpower legislation had many good provisions in terms of content, it was difficult to administer. The new focus on making the disadvantaged employable required a wide range of services such as training under the Manpower Development and Training Act, recruiting and screening Job Corps candidates and finding jobs for graduates, operating Youth Opportunity Centers, and similar new activities.

Most of our 1200 local employment offices are small town and rural area offices where the work loads do not lend themselves to specialization. It is wasteful of scarce telents to have a high grade counselor work only a few hours a week at his profession. Nevertheless, specialized services, such as counseling, are needed. The remainder of his working time might have to be in routine activities. Salaries for counselors in most States were also comparatively low. It was difficult to recruit and train people who could span a wide range of program areas such as were generated by the new legislation.

To sum it up, the numerous small offices scattered throughout the country were severely handicapped in providing the many new and specialized services needed to prepare the disadvantaged for better employment. Community services in the way of health, basic education and the like were frequently not available in the areas served by small offices. Organizations such as those concerned with welfare, vocational education and other community agencies were usually located in the larger towns. Any attempt to consolidate offices and to eliminate those that served too small an area met and still meets fierce resistance in these days of declining small towns. Appeals are made to the State and Federal political structure, which makes the closing of offices impractical.

It was in the midst of this situation that the Ottumwa Project was conceived. Might it not be possible, for example, through the use of modern methods of communication to inform the rural poor who were scattered throughout the rural areas of the opportunities for skill training and jobs? The new job markets or "functional economic areas", stretching 50 miles or more from a "central city" had now become a practical operating area. The automobile made it possible for people to commute 50 miles or more to work, to shop or for recreational purposes. Why could they not commute equally far for manpower services? Services could be extended in an organized way to those unable to do so. In most instances a fairly large central city was located within this large labor market area, which could be the hub of a new method of providing a wide range of manpower services at a reasonable cost. It was not necessary to close small offices. By establishing an area office and converting the small outlying offices to "satellite" offices of the larger centers, the staff of the whole area could be deployed without antagonizing the people concerned about losing their employment office.

Simple as it might seem to test out answers to these problems, there were many serious barriers that the personnel of the Iowa Employment Security Commission had to overcome. Not only were State salaries low but tenure was very limited. Specialized staff, such as the labor economist, the communications research man and the counselors, were difficult to recruit.

It is a real tribute to the Project staff that the Ottumwa Project became such an outstanding success. Personnel in charge of the administrative office of the employment service in Des Moines, such as Jerome Corbett and Ken Hays, provided excellent leadership. William Hood, who was in charge of both the area office and a mobility project, contributed many of the good features that came out of this experimental Project.

Evaluations based on the cost per individual served and the quality of service leads us to conclude that the major objective was met in full measure--that methods were developed for providing quality manpower services to people in small towns and rural areas at a reasonable cost.

ACKNOWLEDGMENTS

The development and execution of the activities carried on by the Ottumwa Experimental and Development Project and the preparation of this report on those activities required the direct and indirect cooperation and assistance of a great many individuals; the contributions of only a few can be formally acknowledged. Credit for the inception and nurturing of the basic concepts expressed in, and explored through, the Project belongs to Mr. Arnie Solem, former Administrator of Region VI of the Department of Labor's Bureau of Employment Security. The support and assistance provided by Mr. Solem during the preparation of this report is also acknowledged.

To a large degree, much of the success the Project attained is to be attributed to the efforts of the national staff of the Manpower Administration. The constructive criticism and the operational suggestions provided by this staff kept Project attention focused on the areas and activities where positive results would have the greatest effect. The contributions of this staff to the format and the content of this report also were greatly appreciated.

Without the cooperation of the Iowa Employment Security Commission, and the active assistance of the Employment Service Director, Jerome Corbett; the Chief of Local Office Operations, Kenneth Hays and the Chief of Administrative Services, Erwin Frerichs, the Project would not have been possible. The further assistance of Mrs. Cheryl Moses and Tom Weinman of the IESC Information Services Department in the preparation, reproduction and dissemination of this report is also acknowledged.

Finally, the contribution made by a dedicated and resourceful staff most certainly must be noted. The ideas and the effort contributed both by satellite office staff members and by staff assigned to the area office strengthened Project operations greatly. In fact, credit for whatever success the Project experienced ultimately rests with this staff--with the individuals who actually did the job.

In closing, it is to be noted that the Ottumwa Project was funded under Title I of the amended Manpower Development and Training Act of 1963, out of the allocation for Employment Service Experimental and Demonstration Projects administered by the Experimental and Demonstration Program Office of the Manpower Administration. The funds and the authority to experiment granted by this Act made the Project possible. The interest and the active assistance of the Experimental and Demonstration Program Office made it profitable.

by Bill Hood

Ottumwa, Iowa
January, 1969

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CHAPTER 1

THE OTTUMWA PROJECT—AN OVERVIEW

The Project

The Ottumwa Experimental and Demonstration Project was initiated to develop more economical and more effective ways for delivering comprehensive manpower services to residents of rural areas. The Ottumwa Project involved a fundamental restructuring of rural Employment Service operations--development of more effective ways of delivering effective services required bringing the service delivery system into greater harmony with the demands made by changed and changing rural labor market conditions and socioeconomic patterns. The Ottumwa Project, which was funded under Title I of the amended Manpower Development and Training Act of 1963, was administered by the Iowa Employment Security Commission under contract with the Manpower Administration Office of Special Programs. The Project lasted two years and began operation in October 1966.

The Rural Environment

That rural America, as much as the more urban areas, has felt the impact of technological change and is experiencing the consequent social and economic dislocation is widely recognized. Everyone knows advanced agricultural technology has sharply reduced the need for farmhands and for farmers. Sometimes, though, the degree to which this is happening can be astounding.

For example, an unpublished 1965 Iowa State University study indicates a 57 per cent reduction in the number of farms in Southeastern Iowa would be necessary if the size of the average farm in that area were to be economically competitive today. It is equally well-known that changing technology has also affected other rural industries. The closing of the rural mines in Appalachia, in central Iowa, in northern Missouri and in the Rocky Mountain States is just one example. Both agricultural and nonagricultural industrial obsolescence has become a common rural malady. The inevitable consequence of this industrial obsolescence is pools of unemployed and underemployed workers poorly equipped to find work in other industries and in other areas. In short, many of the employment outlets offered by yesterday's rural economy are disappearing.

On the other hand, the technological revolution has had its beneficial effects in rural America as well. The agricultural technology, which so adversely affects demand for farmhands and for farmers, has opened vast new opportunities in the agri-business field. Advanced technology has also brought rural electrification, automobiles and better highways. With these have come broadened horizons and increased individual mobility for residents of rural areas. The result has been a fundamental change in the rural socioeconomic environment. Center cities, with a dominance derived from their ability to deliver relatively wide varieties of goods, services and employment opportunities have emerged. These center cities have led to the development of area labor markets which extend miles into the countryside and which incorporate and encompass the geographically smaller labor markets of former years. Dr. Karl Fox of the Department of Economics at Iowa State University has studied this changed socioeconomic environment and has identified and documented the emergence of what he calls "Rural Functional Economic Areas". According to Dr. Fox, these Functional Economic Areas are relatively large multi-county units which exhibit the basic characteristics of an organized economic layout.

The emergence of the Functional Economic Area has received more than academic recognition. For example, in Iowa voluntary multi-county economic development programs, initiated and widely participated in by the private sector of the economy, have developed. TENCO, as the first, is probably the most famous of Iowa's multi-county economic development programs. However, a total of eight such multi-county organizations now are functioning in the State. Recognition of the reality of the Functional Economic Area has progressed to the point where Iowa's former Governor approved a proposal which will divide the State into 16 such areas for all state governmental functions. Similar proposals have been made in Pennysl-vania and Nebraska as well as in a number of other states.

Area Organization

The Ottumwa Project was undertaken to develop ways of strengthening the ability of the Employment Service to function effectively in this changed rural socioeconomic environment. In the Ottumwa Project, four previously independent and relatively small rural Employment Service offices, located within a single, 12-county Functional Economic Area, were merged into a single operational unit.

An area manager was appointed and, although managers remained in the satellite local offices because the project was of limited duration, responsibility for all Employment Service activities in the area were centralized in the area office. The individual administrative areas of the respective satellite offices were abolished except for reporting purposes and the area manager assumed responsibility for directing the development of interagency relationships and the cultivation of areawide community support. To tie the four satellite offices and the area office together and to provide for the unrestricted communication necessary for efficient operation with dispersed operating units, a leased line telephone communication system was introduced. Leased line communication permitted management and technical personnel to operate from any part of the territory equally effectively and to always be immediately accessible to satellite office personnel. Before the introduction of adequate communication facilities, effective coordination of areawide activities had proved almost impossible.

Fully developed, project operations featured both the centralization and the decentralization of Employment Service activities. Generally speaking, "extensive services"--services requiring direct contact with large numbers of individuals--were decentralized while "intensive services"--services delivered by technical specialists or having areawide impact--were centralized. As a consequence, responsibility for outreach, intake, local job development, placement and employer relations activities in the counties having regular Employment Service facilities were decentralized and assigned to the satellite offices. Satellite office personnel were also responsible for identifying unmet manpower needs in their counties and for communicating this information to the area office.

To further decentralize intake and outlet activities, outstation centers were established in cooperation with county Community Action Agencies and other appropriate public organizations in the eight counties without regular Employment Service facilities. By formal agreement, sufficient Employment Service training was given to cooperating agency personnel to enable them to perform Employment Service outreach, intake, placement and follow-up activities. Consequently, though regular Employment Service personnel served the outstation centers only one day a week, full-time Employment Service manpower services were delivered in these eight counties. The professional Employment Service personnel assigned to the individual outstation centers on the one-day-a-week schedule were responsible for outreach, intake, local placement, follow-up and manpower need identification activities in the individual counties and responsibility for general supervision of the individual outstation centers was delegated to the satellite office manager whose office was geographically closest to the outstation center. Successful Employment Service outstation center experience led to the assignment of representatives of other manpower-oriented agencies to the centers on a regularly scheduled basis and county multi-agency service centers evolved as a direct result of Employment Service initiative.

To provide opportunity for staff specialization and for the development of program depth, "intensive service" activities were centralized in the area office. To facilitate the delivery of the "intensive services", three operational units were formed within the area office.

The largest group of centralized functions were those concerned with employability development--counseling, selection and referral to training, Job Corps recruitment and the service programs for special applicant groups. Responsibility for these activities was assigned to the Employability Development Unit which was coordinated by the chief counselor.

The interarea job development and placement function, augmented by a labor mobility project and regarded as an intensive job development and placement program, was the prime responsibility of the Area Placement Unit which was coordinated by the area placement specialist. Job development and placement services for clients served by the Employability Unit and for those applicants the satellite offices and the outstation centers proved incapable of placing locally were performed by the staff assigned to this Unit.

Finally, responsibility for the collection and dissemination of labor market information and for public relations and public information activities were centralized in the Community Relations Unit, coordinated by the community coordinator. Since industrial service and employer relations activities were undertaken only in direct support of job development and placement efforts, responsibility for these activities were delegated to the satellite offices and the outstation centers which, together, constituted the fourth operational unit, the Field Services Unit. This Unit was under the direct supervision of the area manager.

Area Operations

To facilitate operations and to assist in the coordination of the activities of the four operational units, centralized applicant and job order files were established, consisting of duplicate copies of all application records and employer job orders from both the satellite offices and the outstation centers. Besides providing Employability Unit personnel with the means for identifying individuals whose need for intensive services had not been recognized by Field Services Unit personnel, the centralized applicant files enabled both Employability Unit and Field Services Unit personnel to have immediate, simultaneous access to basic applicant information. Problems developing in the course of carrying out the individual plans of service for particular applicants could be quickly and effectively discussed by telephone without the delay of mail transfer of records.

The centralized applicant and job order files were also extensively utilized by the Area Placement Unit. Regular interarea placement procedures were suspended within the area and, through extensive use of the leased line telephone facilities, regular file search, selection and referral activities were pursued on an areawide basis. Regular interarea placement procedures were also suspended between the area office and selected employment service offices outside the area. The centralized applicant files became the basis for extensive and effective interarea telephone job development activity. The centralized applicant and employer order files provided the basis for the direct exchange of job opening and available applicant information between the area office and these selected offices outside the area. The centralized applicant file also contributed to the Area Placement Unit's effort to encourage positive recruitment by employers from outside of the area. Areawide data, by showing the depth of area manpower resources, proved to be very enticing to recruiting employers. In addition, the centralized files proved to be a valuable source of current, areawide job opportunity, employer recruitment and wage rate data for the use of the counselors and Community Services Unit personnel, and of current, areawide applicant availability information for the use of placement and employer relations personnel.

Finally, the centralized files permitted the introduction of an "individual applicant" approach to measuring services. Briefly stated, the methodology used to develop "individual applicant" data was to relate the services performed and the results achieved to individual applicants rather than to separate totals of applications, referrals, placements and other transactions. Through the use of electronic data processing equipment and techniques, "individual applicant" data provided insight into the quality of the service performed rather than simply a running total of the numbers and types of transactions completed. For reporting purposes and in the interest of measuring the impact of the changed procedure introduced during the Project, "transaction data" was also accumulated.

Not infrequently the difference between "total transactions" and the actual services provided to individual applicants were nothing less than astounding. To illustrate, when pre-project records were translated into "individual applicant" data, only 6, 627 individual applicants accounted for the 10, 037 applications active in the four Employment Service offices in the area during the year before the Project.

Introduction of an "individual applicant" approach to data collection had made two facts abundantly clear. In the first place, the Employment Service was not actually serving nearly as many area residents as transaction data made it appear. Secondly, and even more astounding, 3, 400 individuals or over 50 per cent of the total applicant clientele served by the four offices had expressed interest in interarea placement by registering for work in at least one other office besides the one closest to their residence. That this many applicants went to the trouble of registering in more than one office in the area is impressive evidence the people regarded the area as a single labor market whether the service agency did or not. Similarly, "individual applicant" data showed the 5, 578 placements properly reported by these four offices during the pre-project year actually represented only 2, 655 individuals. Here again, traditional transaction measurement was found to be grotesquely misleading with a discrepancy of over 30 per cent between what had actually happened and what transaction data implied had happened.

Area Management

The development of staff and resource depth permitted by area operation and encouraged by unit organization fundamentally changed the type of management required in the rural Employment Service. Centralization of areawide management responsibility had created a role for full-time management in the rural Employment Service. The part-time management concept which had traditionally characterized rural Employment Service operations was supplanted by a new conception of the roles of first and second line rural Employment Service management. In the Ottumwa Project, the first line management role of the area manager was more creative than administrative. The staff and resource depth achieved through area organization permitted area responsibility for the day-to-day administration of individual programs and activities to be delegated to competent specialists who served as working supervisors. As a consequence, the area manager was able to concentrate upon bringing area resources into better focus on the more critical manpower needs. Freed from the welter of administrative detail--from the housekeeping duties which so often consume management resources without materially benefiting operational performance--the area manager's prime responsibility became the creation of the most effective and comprehensive area manpower service program as available resources allowed.

Under these circumstances, the role of second line management was one of critical importance. As working supervisors, responsible for the effectiveness of activities within their units as well as for participation in actual performance of these activities, second line management personnel were both the means through which management decisions were converted into action and, through their active participation in actual production activities, management's eyes and ears as well. Competent performance of their roles required that second line management personnel remain constantly alert to developing problems and continuously search for more effective and more efficient ways of utilizing available resources. As a consequence, second line personnel became a prime source of innovative ideas which contributed to the strengthening and expansion of manpower services during the Project.

The involvement of second line management personnel in the development as well as the implementation of programs and policies led to even further staff participation in the management function. Unit coordinators, unable to develop the technical competence and expertise necessary for effective program innovation in each of the areas of specialization within their units, delegated responsibility for activities within their area of technical competence and commensurate authority to individual program specialists. As a result, the management function pervaded the entire organization and a type of participative management evolved. The active participation of the entire staff in the management process not only brought their expertise and experience to bear on the technical problems associated with expanding and strengthening manpower services, it also secured their personal commitment to the programs and activities they had helped to develop. There is no better incentive to exceptional performance--to complete realization of potential--than personal commitment.

The Impact of Area Organization on Services

The innovative procedures permitted and encouraged by area operation and unit organization had significant and substantial impact on both the quality and the extent of the manpower services delivered in the area by the Employment Service. The centralization of intensive service programs and activities allowed Field Services Unit personnel to specialize in outreach and intake activities. The outstation center program which the staff depth and flexibility achieved through area organization substantially strengthened the ability of the Employment Service to reach out to individual applicants in need of service.

During the Project's second year, the total number of individual applicants served by the Employment Service was 25 per cent greater than the number served during the pre-project year. While the number of applicants residing in the counties in which regular Employment Service facilities were located increased by 11 per cent, the number of individuals reached by the Employment Service in the eight outlying "forgotten" counties increased by over 82 per cent--from 1, 214 before the Project to 2, 212 during the Project's second year. The ability of the Employment Service to reach out to residents of both the outlying counties and the counties in which Employment Service facilities were located had been strengthened substantially and, reaching the potential client, is the necessary first step in any successful service delivery system.

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Of equal significance, before the Project only 3.5 per cent of the nonagricultural job openings processed by the four Employment Service offices were from outside the four counties in which these offices were located. On the other hand, information derived from the 1960 Census indicates 46 per cent of the area's nonagricultural employment opportunities lie in these eight counties. Decentralization of local placement and local employer relations activities through the outstation center program resulted in a 400 per cent increase in the number of job openings received from employers in these eight outlying counties. The significance of this substantial increase in the number of job openings listed with the Employment Service lies in the increased placement potential. To be effective, a manpower program, whether urban or rural, must be able to place its clients in competitive employment. Successful exploitation of the placement potential offered by outlying areas such as these eight "forgotten" counties is a necessary first step in this direction.

Though the local economy deteriorated steadily during the Project period (Ottumwa itself lost five sizeable industries, one of which had had peak employment of over 1,000) the number of individual applicants permanently placed by the Employment Service increased steadily. During the year before the Project, a total of 2,655 applicants or 40 per cent of the total applicant traffic served by the four offices were placed in permanent jobs. During the first Project year 2,670 applicants or 43 per cent of the total applicant population were placed in permanent employment.

During the second Project year when the innovative techniques introduced during the Project were fully operational, 4,146 individual applicants were permanently placed. In other words, the number of applicants placed in permanent jobs by the Employment Service was 56 per cent greater during the second Project year than during the year before the Project, while the percentage of the total applicant population permanently placed increased from 40 to 50 per cent. Interestingly enough "transaction data" shows no appreciable difference in activity between the two periods and gives no indication of the substantial extension of services the permanent placement of 56 per cent more applicants implies.

Finally, the number of applicants placed in permanent employment through job development also increased steadily throughout the Project period. Through job development 153 per cent more applicants were placed in permanent employment during the second Project year than in the year before the Project.

The centralization of intensive service activities and of the implied supportive services permitted by area organization made it possible for staff specialization and program depth to develop. The development of staff specialization and program depth, in turn, created the means through which effective, cooperative interagency relationships at the working level could be worked out. To illustrate, development of formal agreements for the cooperative outstation centers culminated in the evolution of county-level multi-agency service centers. Similarly, the practice of holding periodic "staffing sessions" with members of the Employability Unit, the Field Services Unit and the Area Placement Unit, which were initially begun as a means for improving internal communication and for developing service programs for particular individuals, eventually evolved into informal interagency program development conferences. Participation by representatives of other manpower-oriented agencies became regular. As a result of Employment Service initiative, an informal, multi-agency service center capable of developing and carrying out employability development plans for both individuals and special applicant groups evolved.

Of equal importance, centralization of intensive service activities permitted expansion of service without augmentation of staff. Though the counseling staff was not at full complement at any time during the Project's operation, centralization of the service, along with the resulting staff specialization and cooperative interagency working level relationships, made it possible for counseling service to be extended to a 50 per cent larger number of individual applicants. Regular counseling service was extended to the

Operation Mainstream Program operating in the area. Delivery of program counseling service on this scale had never been undertaken in this area before and resulted in the direct extension of service to over 50 disadvantaged applicants. In addition, centralization of the counseling function permitted scheduled service to be extended to the Neighborhood Youth Corps projects operating in the area and for supportive Employment Service counseling to be provided to M. D. T. A. students at the Area Vocational Technical School.

Centralization of M. D. T. A. selection and referral activities yield substantially increased selection of target group members for M. D. T. A. training. Especially significant here was the priority which could be assigned to Operation Mainstream, Work Experience and Training Programs and Neighborhood Youth Corps graduates already being served by the centralized counseling service. Competition for available M.D.T.A. training slots was fierce. During the second Project year, over 1, 500 area residents were identified as being available for and potentially eligible to receive M. D. T. A. training. Yet sufficient training slots were available for only one-tenth of this number. As a consequence, the ability to assign priority to the training needs of prime target groups achieved through the centralization of M. D. T. A. selection activities became vitally important.

The intensive effort made possible by centralizing interarea and intra-area job development and placement activities in the Area Placement Unit resulted in over a 1, 000 per cent increase in the number of individuals placed in permanent employment outside their home communities. Of the factors contributing to this substantial rise in interarea placement activity, the successful effort to promote positive recruitment by out-of-the-area employers, coupled with imaginative recruitment techniques such as the television "Jobs-A-Go-Go" series, probably had the greatest impact. Hundreds of additional out-of-the-area job opportunities were opened to area residents as a direct consequence.

The staff specialization achieved through area organization made it possible for industrial services to be extended to employers in the eight outlying and previously unserved counties. Staff specialization also made possible the development of a pilot cooperative high school program based upon an exhaustive survey of 1967 Iowa high school graduates which reflected the expressed needs of the young people themselves and of school administrators and counselors. This Cooperative High School Program, developed by the centralized counseling and public information sections during the second Project year, subsequently was adopted as the model for the 1969 Cooperative High School Program in Iowa.

Staff specialization and awareness on the part of appropriate personnel of an incipient manpower need resulted in the development of two particularly effective Summer Youth Employment Programs. These Summer Youth Employment Programs again were tailored to the needs of the young people and to the resources of the communities in which they were undertaken. Incidentally, the success of these two programs had led to community interest in starting similar programs in the future, using local financial resources.

The centralization of labor market information collection and dissemination activity allowed development of employment--unemployment bench marks in five additional counties in the area as well as the development of more accurate and more realistic labor supply and demand information for the use of industrial development groups. Finally, an Area Job Opportunity Bulletin was developed to meet the need of such public agencies as the public schools, the Vocational Schools, the Department of Social Welfare and the Division of Vocational Rehabilitation. This bulletin gave current information on the types of jobs actually available in the area, the minimum qualifications set by employers in different occupational areas and prevailing wage rates.

Centralization of public information activities enabled the Employment Service to make optimal use of available mass communication media. The development of the potential offered by radio and television was particularly significant. Utilization of radio and television for client recruitment, job recruitment and for communicating manpower problems and needs to the community was pursued extensively and effectively.

As an illustration, the four "Jobs-A-Go-Go" television job recruitment programs resulted in the placement of nearly 400 individuals, or about 100 workers a program, in out-of-the-area employment. The significance of this performance becomes even more vast when it is realized that nearly 50 per cent of these individuals had had no recent contact with the Employment Service, nearly 60 per cent were from the rural, outlying counties and almost 35 per cent could be classified as disadvantaged.

Perhaps the most eloquent testimony to the effectiveness of area organization and of the innovative techniques and procedures area organization encouraged is the adoption of the concept by the Iowa Agency. The 1969 Iowa Plan of Service provides for area organization in Ottumwa in the post-project period as well as the development of area organizations in three other locations. The Ottumwa experience demonstrated that in-depth service in rural areas can be delivered by the Employment Service.

CHAPTER 2

BEFORE THE PROJECT

The Ottumwa Project Area

The Ottumwa Project area, consisting of 12 adjacent counties in Southeast Iowa, is a "functional economic area" (FEA), as defined by Doctor Karl Fox, Department of Economics, Iowa State University. According to Dr. Fox in *Change and Community Adjustment; Metamorphosis in Rural America*, Ames, 1967, a functional economic area is a multi-county economic unit which exhibits the following characteristics:

(1) The residents have a feeling of personal identification with a larger community.

(2) Commuting patterns tend to follow the functional area.

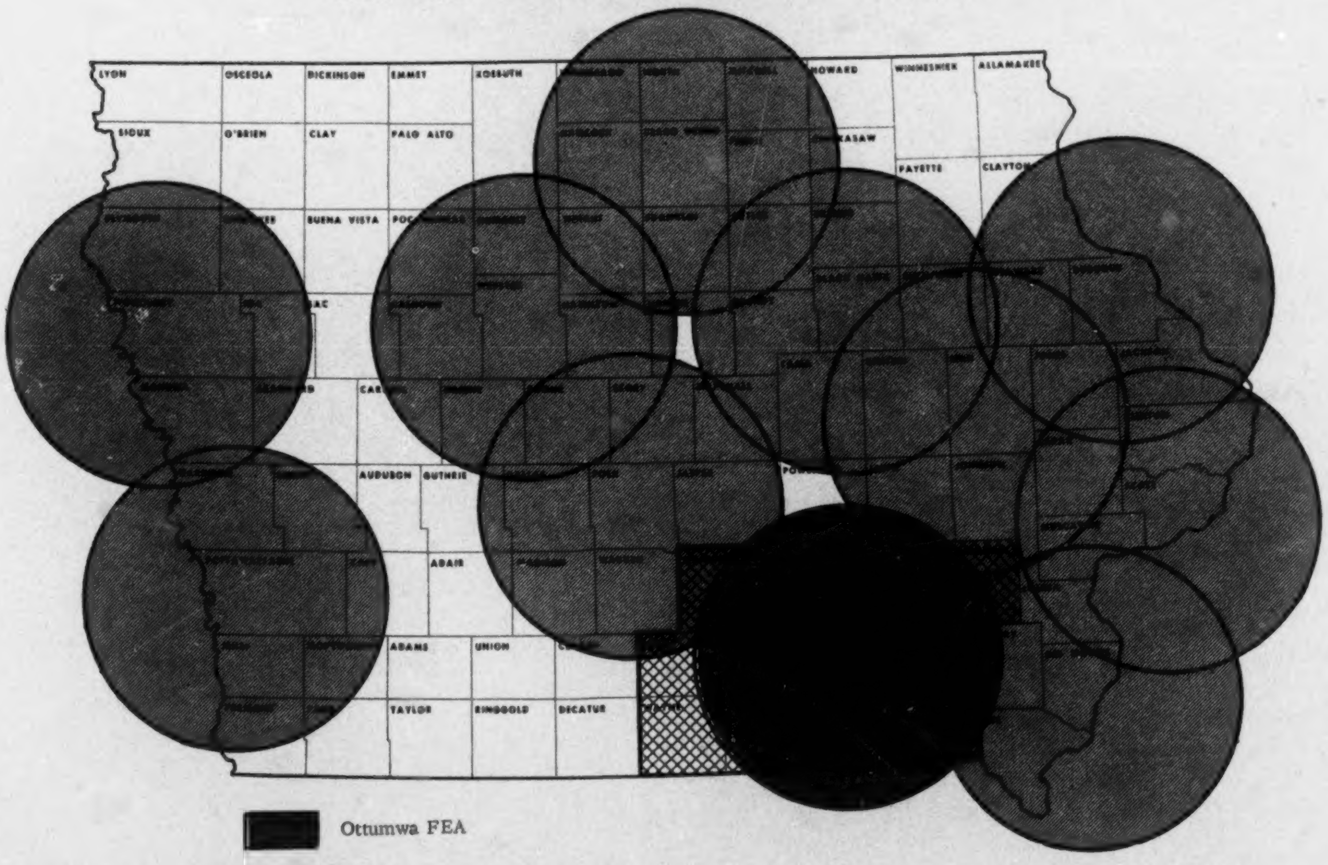
(3) Traffic patterns show an increasingly heavier flow as one moves toward the center city of the functional area.

(4) A common communication pattern usually exists.

(5) Distance seems to be a practical criterion for delineating the area. Commuters and consumers show a willingness to drive for up to one hour to reach a city that has a full range of goods and services and a wide spectrum of job opportunities. (In Iowa, at this time, this means a distance of about 50 miles outward from the center city.)

(6) A Functional Economic Area has some semblance of an organized economic layout.

IOWA'S FUNCTIONAL ECONOMIC AREAS, TENCO, and the OTTUMWA PROJECT AREA


LYON
OSCEOLA
DICKINSON
EMMET
KOSSUTH
HOWARD
WINNESHIEK
ALLAMAKEE
SIOUX
O'BRIEN
CLAY
PALO ALTO
FAYETTE
CLAYTON
BUENA VISTA
AUDUBON
GUTHRIE
ADAIR
ADAMS
UNION
TAYLOR
RINGGOLD
DECATUR

■ Ottumwa FEA

▨ Eleven Iowa Functional Economic Areas were identified by Dr. Karl A. Fox.

▩ Ottumwa Project Area

— TENCO Boundary

In fact the Ottumwa area can be said to be the first identified functional economic area. A 1958 study, conducted by the Iowa State University Extension Service in cooperation with the University's Department of Economics, not only contributed to the original formulation of the functional economic area concept, but also resulted in a 10-county economic development program, commonly known as TENCO. Although the original TENCO study included Washington and Jefferson Counties, these counties refused to participate in the TENCO Economic Development Program.

As the TENCO experience illustrates, the functional economic area concept is more than an academic theory. Related governmental agencies are already restructuring to conform to this new rural economic and societal pattern. In Iowa this trend has progressed to the point where Iowa's former Governor Harold Hughes approved a proposal which would divide the state into 16 such areas for all state governmental activities.

Characteristics of the Area

The Ottumwa functional area has been characterized by outmigration and a steady population loss for the past 20 years. Part of this trend is attributed to the reduced employment opportunities in agriculture resulting from advanced technology and the consolidation of farms. Part of this trend, however, is also attributed to continued industrial attrition. As an illustration, the city of Ottumwa itself has lost five sizeable industries in the last three years. One of these factories had had peak employment of over 1,000.

Diminishing agricultural employment opportunities coupled with continued industrial attrition has resulted in relatively high unemployment and in a great deal of underemployment and substandard employment in the area. Wapello County had an unemployment rate of 5.6 per cent compared to 2.3 per cent for the state during 1967. Predictably, the most mobile and best qualified portion of the population has already left. Those who remain tend to be either older or younger, less skilled and less well-educated than the majority of Iowans.

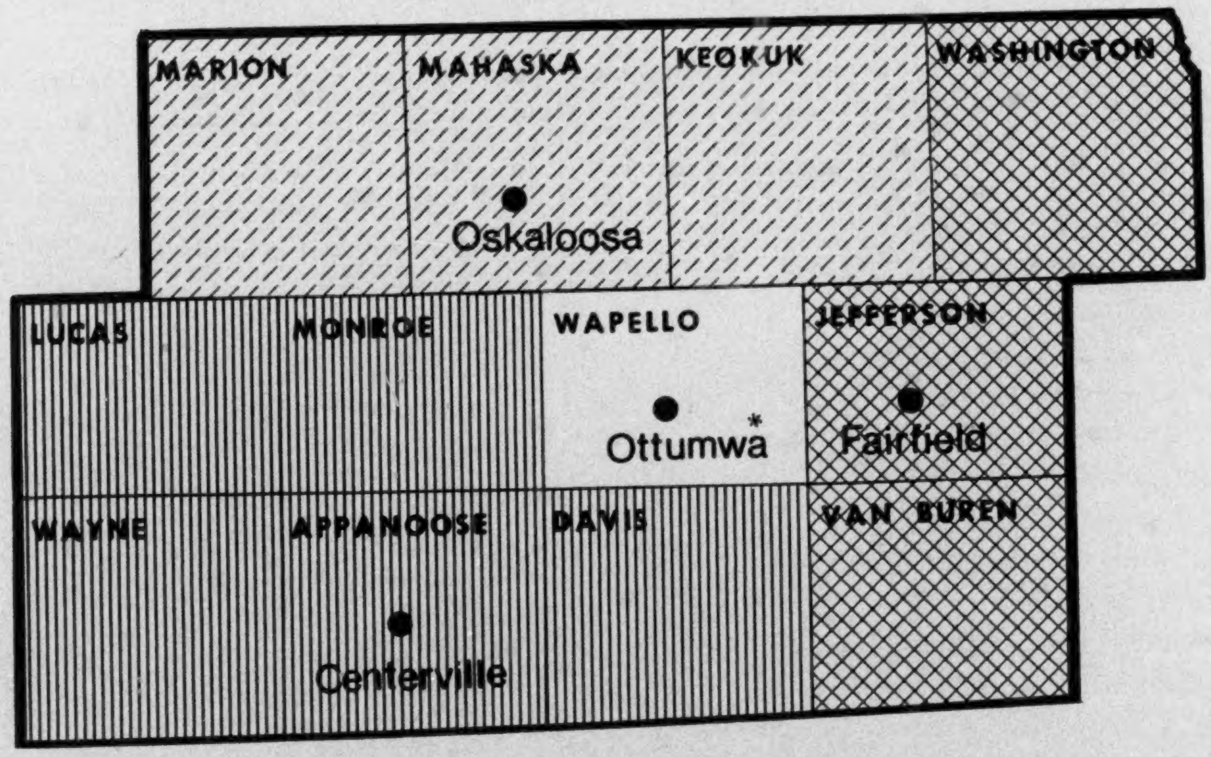
EMPLOYMENT, AGE AND EDUCATIONAL ACHIEVEMENT LEVEL

	Project Area	Iowa
Labor Force	78,994	1,054,322
Unemployed	2,648	33,630
Per cent unemployed	3.4	3.2
Participants 14-17	4,021	51,578
(14-17 yr. olds) as % of Labor Force	5.1	4.9
Participants 45 and older	36,775	439,520
(45 & older) as % of Labor Force	46.6	41.7
Population over 25	126,755	1,553,638
Completed grade 8 or less	55,430	577,095
as % of population over 25	43.7	37.6
Completed grades 9-11	18,877	242,582
as % of population over 25	14.9	15.8
Completed grade 12 or more	51,763	713,961
as % of population over 25	40.8	46.6

Derived from 1960 U.S. Census

Organization

In the pre-Project period, four independent local Employment Service offices were responsible for delivering service in the 12-county area. Nineteen professional positions were distributed among these four offices, each of which was considered a "full-service" office. Throughout Iowa, the Unemployment Insurance function was separated administratively from the Employment Service function and organized on an area basis before the Project. While the number of professional staff members in the individual offices ranged from two in Fairfield to nine in Ottumwa, all of the offices except Ottumwa were responsible for multi-county administrative areas.


MARION
MAHASKA
KEOKUK
WASHINGTON
Oskaloosa
LUCAS
MONROE
WAPELLO
JEFFERSON
Ottumwa*
Fairfield
WAYNE
APPANOOSE
DAVIS
VAN BUREN
Centerville

● City with E.S. Office

▥ Centerville Administrative Area

▩ Fairfield Administrative Area

▨ Oskaloosa Administrative Area

☐ Ottumwa Administrative Area

FAIRFIELD
Manager
Interviewer
Clerk

OSKALOOSA
Manager
Farm Labor Representative
2 Interviewers

CENTERVILLE
Manager
Counselor
2 Interviewers
Clerk

OTTUMWA
Manager
2 Counselors
1 Employer Rep.
4 Interviewers
*1 Job Corps Rep.
1 Clerk

*Job Corps Representative assigned on an area basis.

Staff Resources

A tabular presentation of professional staff first line duty assignments in relation to identifiable Employment Service programs and functional activity areas reveals substantial resource gaps.

Program or Activity Area	Centerville	Fairfield	Oskaloosa	Ottumwa
Outreach	0	0	0	0
Intake	1/2	1/2	1/2	1
Counseling	1	0	0	2
MDTA Sel. & Ref.	0	0	0	1/2
Job Corps Recruitment	0	0	0	1
Nonag Placement & Job Dev.	1 1/2	1/2	1 1/2	2
Intensive Placement	0	0	0	0
Farm Placement	0	0	1	0
Employer Relations	1/2	1/2	1/2	1
Industrial Services	0	0	0	1/2
Service to Veterans	0	0	0	1/2
Service to Youth	0	0	0	0
Service to Older Workers	0	0	0	0
Labor Market Information	0	0	0	0
Public Information	0	0	0	0
Management	1/2	1/2	1/2	1/2

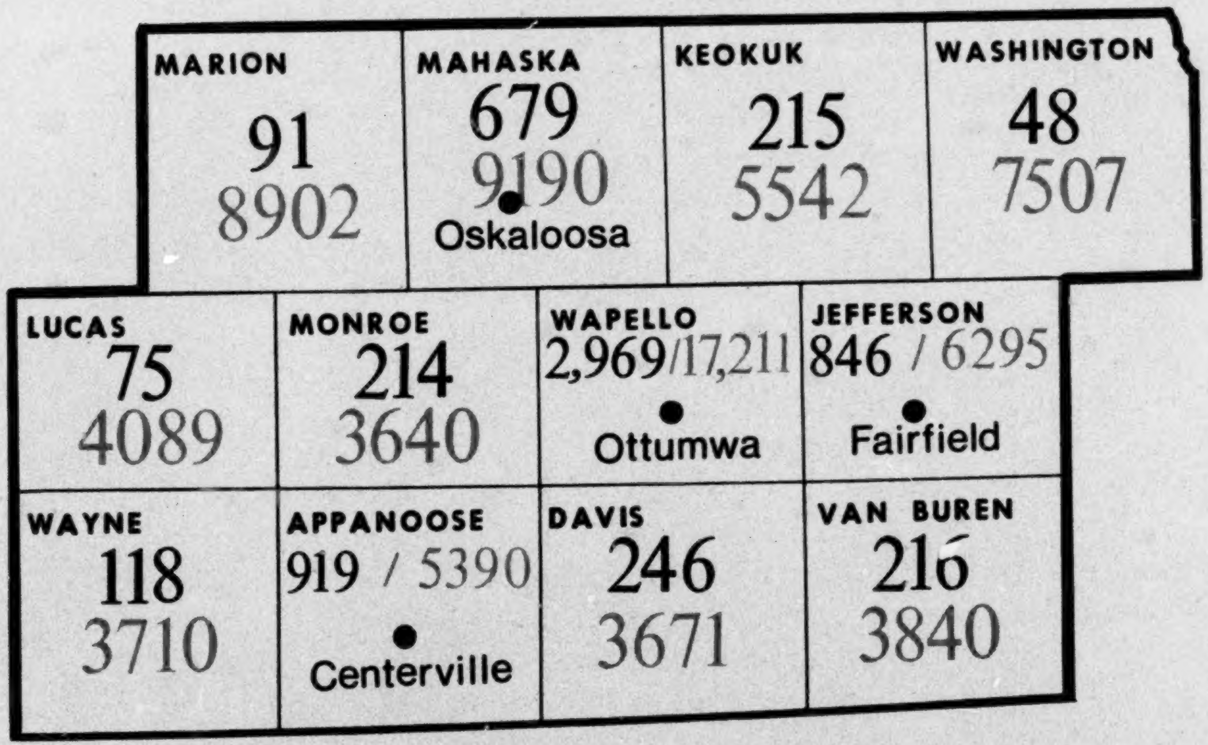
Service Problems in the Four Counties Where Offices Were Located

Without taking into consideration the geographic areas over which these resources would be spread or the numbers of people these resources would be expected to serve if service were to be delivered throughout the respective administrative areas, the delivery of "full-service" even in the cities where office facilities were located was frequently impeded by limited staff resources.

In some cases, these limitations extended to basic services. In a rural, heavily agricultural area, only one office out of four had a farm labor representative. Two offices were virtually without effective counseling service. Oskaloosa had none at all while Fairfield received intermittent itinerant service out of Ottumwa. In other cases, while these staff limitations did not entirely prevent activity from occurring in the various program and functional activity areas, pursuit of these activities was difficult. Management and staff alike were repeatedly and continually bedeviled by the necessity of choosing which program to push at any particular time since activity in those program areas not in the staffing pattern could only be pursued at the expense of regular, day-to-day operational activities. Under these circumstances, program depth, coherence and consistency of effort were difficult to achieve and program performance was erratic. Consequently, the quality of applicant and employer services--as well as the number of applicant and employer services available for delivery--varied widely even in the cities in which office facilities were located.

Service Areawide

When the respective administrative areas of the four local offices are taken into account, the variations in the ability of the Employment Service to deliver applicant and employer services become even more pronounced. As the data presented graphically indicates, although more than 52 per cent of the 12-county labor force (40, 900 out of a total labor force of 78, 900) lived in the eight counties not having Employment Service offices, fewer than 16 per cent or 1, 214 applicants out of a total of 6, 627 served by the four local offices during the year before the Project were residents of those eight counties.


MARION
91
8902
MAHASKA
679
9190
Oskaloosa
KEOKUK
215
5542
WASHINGTON
48
7507
LUCAS
75
4089
MONROE
214
3640
WAPELLO
2,969/17,211
Ottumwa
JEFFERSON
846 / 6295
Fairfield
WAYNE
118
3710
APPANOOSE
919 / 5390
Centerville
DAVIS
246
3671
VAN BUREN
216
3840

● City with E.S. Office
Gray Figure - County Labor Force
Black Figure - Number of Applicants residing in that county, as tabulated by Electronic Data Processing.

Total Applicants Served - 6, 672
Period: 10-1-65 through 9-30-66

Except as otherwise noted, data is presented throughout this report in terms of individual applicants rather than in terms of applications or other forms and records. Translation of "transaction" data--data in terms of forms and records--into individual applicant data was accomplished by using electronic data processing equipment to collate the activities and services performed on the basis of the social security number of the individual recipient of the activity or service. Needless to say, the picture emerging from this "individual applicant" approach differs substantially from the impressions gained through the traditional "transaction" approach. Even if the lowest applicant to labor force ratio of the four counties having an Employment Service office (.08 out of 10 in Mahaska County) was to be used as an acceptable measure of effective applicant service, it is clear the delivery of meaningful applicant services was not being approached in most of the eight outlying counties and a substantial portion of the labor force of the 12-county area was not even being reached. Services of whatever quality and number cannot be delivered unless contact with the applicant is established.

The Employer Services performance outside of the counties in which local offices were located suffered from similar difficulties. During the year before the Project, only 3.5 per cent of the nonagricultural job orders handled by the four local offices were from employers in the eight counties without Employment Service facilities. Yet, according to information from the 1960 Census, nearly 50 per cent of 12-county area nonagricultural employment is found in these eight counties. More sophisticated employer services, such as personal promotional contacts to say nothing of highly technical industrial service activities, simply could not be attempted. For all practical purposes employer services, even more than applicant services, were restricted to the four counties in which Employment Service offices were located.

Four Offices and One Functional Economic Area

The application of the Functional Economic Area Concept to the Ottumwa area suggests the area is a single labor market encompassing the entire administrative areas of all four offices, rather than four small, independent labor markets bounded by county lines. Data accumulated on Employment Service activities during the year before the Project indicates the labor force was ahead of the servicing agency in recognizing the development of a single labor market. Out of 10,037 applications active in the four local offices during the year before the Project, just over 3,400 were found to be duplicated. In other words, over 50 per cent of the applicant clientele had expressed their interest in what would be referred to as interarea placement by registering for work in at least one other office besides the one closest to their residence. That this many applicants went to the trouble of registering in more than one office in the area is impressive evidence the people regarded the area as a single labor market whether the service agencies did or did not.

This evidence, especially when taken into account with the area's history of outmigration, suggests the need for a strong interarea and intra-area job development, placement and labor market information program. However, data pertaining to the year before the Project shows only 114 individuals or only about 5 per cent of the number of applicants who conducted an interarea search for work on their own as shown by the within-the-area duplicate application records, were referred to jobs outside of their home areas. Fewer than half of these applicants were placed, according to data based on ES 568 and ES 209 records. Regardless of how much of this interarea placement activity was between the offices located in the 12-county area and how much of it was with offices outside the area, there is clear evidence that less than adequate interarea placement and job development service was being delivered both within the functional economic area and to the majority of those applicants interested in leaving the area. The ability to deliver effective service had not kept pace with the fundamental change in the geographical size of the labor market.

CHAPTER 3

AREA ORGANIZATION

The Area Concept

As a theory, the area concept--the idea of organizing rural service delivery systems on area bases--is extremely appealing. As a theory, area organization promises to overcome the fragmentation of the rural labor market which seems to be an inherent shortcoming of traditional Employment Service rural organization. As a theory, area organization promises to permit rural resources to be pooled sufficiently to create the resource depth and flexibility needed for the development of staff specialization and program depth--and required for the extension of quality service evenly throughout rural areas. As a theory, area organization is buttressed by recent socioeconomic studies which document the emergence of rural, multicounty areas which function as single economic units.

In short, as a theory, area organization has great promise. The Ottumwa Project, an experiment in area organization, was undertaken to determine whether or not the promise in the theory could be realized in its practice.

Organizing for Area Operation

To give substance to the concept of area organization, an area manager was appointed and placed in charge of all Employment Service activities in the Project area. Due to the inadequacy of existing facilities, a physically separate area office was established. The area office, along with the four previously independent local offices, became a single administrative unit functioning under the direction of the area manager.

Creation of an area operation also involved fundamental restructuring of the service delivery system. The attempt to maintain each office in the area as a "full service" office was abandoned. Instead, the areawide administrative unit--the area office and the four satellite offices together--became the full service office. The five individual units within the areawide organization specialized in differing, but complementary, activities and functions. Those activities and functions for which the area office bore prime responsibility were referred to as "centralized" services. Functions and activities which were the prime responsibility of the satellite offices were referred to as "decentralized" services. The distinction between "centralized" and "decentralized" services was as much administrative as geographical. Centralized services were often delivered in the field while decentralized services were sometimes performed in the area office.

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The criteria for determining which functions were to be centralized and which were to be decentralized were thoroughly pragmatic. Those activities involving both direct public contact and limited geographical areas were decentralized. In practice this meant the most of the traditional, local labor exchange activities of the Employment Service--local intake, local Employer Relations and placement and local Job Development activities--became the prime responsibility of the satellite offices and outstation centers. To these was added responsibility for local outreach, for identifying unmet manpower needs of both individuals and communities and for communicating these needs to area office personnel.

On the other hand, activities having impact on the area as a whole and those requiring a high degree of technical competence and specialization were centralized in the area office. In practice this resulted in the centralization of the counseling service, of MDTA selection and referral activities, of intra-area and interarea job development and placement, of the labor market information function and of community relations activities. Centralized activities and services were regarded as program areas and were placed under the direction of technically competent program specialists. Decentralized activities were placed under the direction of satellite office managers and outstation center personnel.

"Unit" Organization

To facilitate internal communication and to reduce the area manager's span of control to reasonable proportions, four operational units were set up within the area. The Employability Development Unit coordinated by the chief counselor, the Area Employer Service Unit or Intensive Job Development and Placement Unit coordinated by the area placement director and the Community Support Unit coordinated by the community coordinator were headquartered in the area office. The four satellite offices, along with personnel assigned to the outstation centers, constituted the fourth operational unit, the Field Services Unit.

Except in the case of the Field Services Unit, the operational units were bound together more by common purpose than by formal organization. Individual program specialists bore areawide responsibility for activities in their spheres of specialization. Besides their program responsibilities, unit coordinators were also responsible for devising, developing and implementing program and activity linkages within their units and for identifying areas where further or more effective linkages needed to be developed with the activities of other units or of other agencies.

AREA MANAGER

AREAS OF RESPONSIBILITY OF FOUR OPERATIONAL UNITS

FIELD SERVICES UNIT	EMPLOYABILITY DEVELOPMENT	EMPLOYER SERVICE	COMMUNITY SERVICES
Outreach Intake Local Employer Relations Local Job Development Local Job Placement Individual Manpower Need Identification Community Manpower Need Identification Testing Farming	Counseling, IN OFFICE Counseling, Program MDTA Selection & Referral MDTA Applicant Training Need Identification Job Corps Screening & Recruitment Special Programs Cooperative High School Program High School Dropout Program HRD Intensive Service Direct Inter-agency Service	Intensive Job Development Intra-area Interarea Intensive Placement Intra-area Interarea Mobility Assistance Interarea Recruitment Intra-area Recruitment	Labor Market Information Collection Interpretation Dissemination Public Relations Information Media Development Inter-agency Relations Program Development C.A.M.P.S. Special Programs Summer Youth Employment Industrial Development Assistance

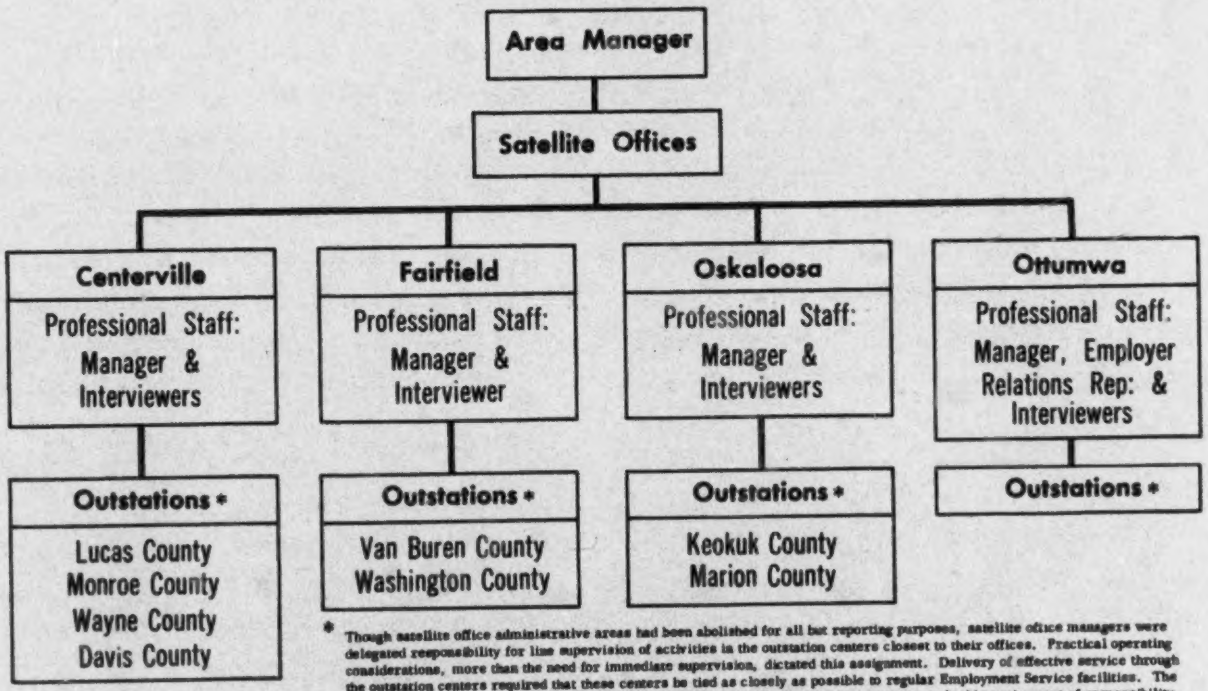
This emphasis upon the development of program and activity linkages, coupled with the grouping of programs and activities with similar objectives into functional units, proved to have two distinct advantages. It served as a constant reminder that individual programs or activities were services contributing to the attainment of objectives held in common with other activities and programs and not ends in themselves. The tendency toward fragmentation of service which so often comes with specialization was dispelled. Responsibility for developing program and activity linkages was also placed upon operating personnel--upon the individuals actually performing the services.

The advantage here was twofold. Operating personnel were in the best position to see what needed to be done. More importantly, delegation of the responsibility not only for getting it done, but also for deciding how it was to be done, involved operating personnel directly and intimately in program and policy development. The motivational impact was substantial.

The Field Services Unit was more formally structured. Though satellite office administrative areas had been abolished for all but reporting purposes, satellite office managers were delegated responsibility for line supervision of activities in the outstation centers closest to their offices. Practical operating considerations, more than the need for immediate supervision, dictated this assignment. Delivery of effective service through the outstation centers required these centers to be tied as closely as possible to regular Employment Service facilities. The geographic proximity of the satellite offices, by shortening the lines of communication, made this assignment of responsibility desirable.

In one fundamental respect, the structure of the Field Services Unit was less than ideal. Since the Project was of limited duration, local office managers remained in the satellite offices. This was a waste of talent and resources. Satellite office operations could better have been directed by a single manager which would have freed three positions for more productive assignments. Beyond this, the continued presence of full-fledged managers in the satellite offices prevented the Field Services Unit from attaining the unity of purpose and the uniformity of service achieved by the other units. The concept of working together to achieve a common objective developed more slowly and less completely. Finally, as unified direction to field operations could be provided only by the area manager, greater than desirable involvement of the area manager in the operation of the Field Services Unit resulted. In effect, the area manager had to perform a function which could more economically have been performed by any of the four satellite office managers had the other three been reassigned to direct management of field operations.

FIELD SERVICES UNIT

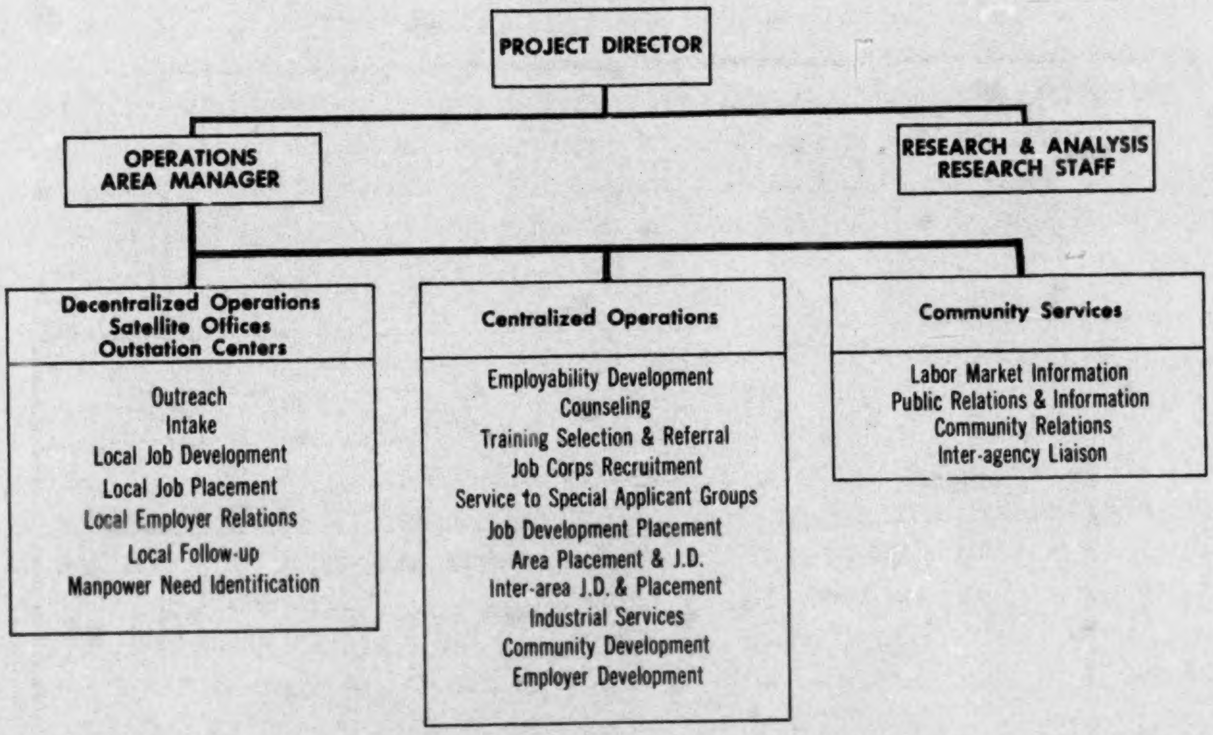

Area Manager
Satellite Offices
Centerville
Professional Staff: Manager & Interviewers
Outstations *
Lucas County
Monroe County
Wayne County
Davis County
Fairfield
Professional Staff: Manager & Interviewer
Outstations *
Van Buren County
Washington County
Oskaloosa
Professional Staff: Manager & Interviewers
Outstations *
Keokuk County
Marion County
Ottumwa
Professional Staff: Manager, Employer Relations Rep: & Interviewers
Outstations *

* Though satellite office administrative areas had been abolished for all but reporting purposes, satellite office managers were delegated responsibility for line supervision of activities in the outstation centers closest to their offices. Practical operating considerations, more than the need for immediate supervision, dictated this assignment. Delivery of effective service through the outstation centers required that these centers be tied as closely as possible to regular Employment Service facilities. The geographic proximity of the satellite offices, by shortening the lines of communication, made this assignment of responsibility desirable.

Despite the structural shortcomings, unit organization of field operations proved advantageous. The mechanics for the delivery of more effective outreach, intake and job placement services in the outlying areas were perfected and implemented and the quality and quantity of services delivered within the home territories of the satellite offices were also improved. These fundamental changes in the ability of the Employment Service to deliver effective service grew in part from the specialization unit organization allowed. Reduction of the number of activities satellite offices were responsible for permitted greater effort to be focused upon the areas of responsibility that remained. Of equal importance was the motivational impact derived from an areawide perspective and the slowly realized concept of unity of purpose. Successful experience in one satellite office reinforced related efforts in the others.

Research Aspect

An additional aspect of the Ottumwa Project's mission was the attempt to measure the adequacy of the applicant and employer services delivered both before and during the Project. Development of the data required to do this tended to complicate Project structure. A data gathering staff had to be introduced and accommodation had to be made for their activities at every operating level. Responsibility for developing the research aspect of project activity and for coordinating research procedures with operations rested with the project director. Ultimately, though the project director as coordinator of research and operational activities was formally in charge of the entire operation, responsibility in fact became divided. Operational responsibility gravitated to the area manager while responsibility for research activities remained with the project director.


PROJECT DIRECTOR
OPERATIONS AREA MANAGER
RESEARCH & ANALYSIS RESEARCH STAFF
Decentralized Operations Satellite Offices Outstation Centers
Outreach
Intake
Local Job Development
Local Job Placement
Local Employer Relations
Local Follow-up
Manpower Need Identification
Centralized Operations
Employability Development
Counseling
Training Selection & Referral
Job Corps Recruitment
Service to Special Applicant Groups
Job Development Placement
Area Placement & J.D.
Inter-area J.D. & Placement
Industrial Services
Community Development
Employer Development
Community Services
Labor Market Information
Public Relations & Information
Community Relations
Inter-agency Liaison

Innovative Techniques and Procedures

Conversion of this newly constructed area organization into a fully operational, productive service delivery system required considerable renovation of Employment Service techniques and procedures. Three types of innovation were introduced. Some innovations were basically mechanical such as records and hardware which were introduced as additional tools to be used in the delivery of more effective service. Some innovations were administrative and were essentially in the management area. The bulk of the innovations, however, were operational and had to do with the day-to-day techniques and procedures used in the actual delivery or service. The operational innovations were basic while the mechanical and administrative innovations were introduced only to make the operational innovations possible.

Two equally important mechanical innovations were introduced. First, centralized applicant and employer order files, consisting of duplicate carbon copies of all applications and employer job orders taken in the satellite offices and outstation centers were set up in the area office. The centralized files served both operational and administrative purposes. Operationally, the centralized employer order file was of enormous value to the Area Placement and Job Development Unit since it provided immediate access to all of the area job openings listed with the Employment Service and made immediate referral service possible for those applicants referred by the satellite offices, the outstation centers and the Employability Development Unit for whom suitable openings were listed. On the other hand, if suitable openings did not exist this could be learned readily and appropriate job development activity could be started immediately. Likewise, the centralized employer order file was an invaluable source of current, areawide job opportunity, employer requirement and wage rate data for the counselors and for Community Services Unit personnel.

[illegible] 45

The centralized applicant file was of equal value operationally. In the Area Placement Unit, the centralized applicant file together with the centralized employer order file permitted regular file search, selection, and referral activities to be pursued on an areawide basis. In addition, whether or not suitable personnel were available within the area could be ascertained immediately when an employer order was received. If suitable applicants were not available, appropriate recruitment efforts could be launched at once. In either case, substantially faster interarea service was provided to both employers and applicants.

The centralized applicant file also contributed to the Area Placement Unit's effort to encourage positive recruitment by employers from outside the area. Areawide data, by showing the depth of the area's manpower reserves, proved to be very enticing. Finally, the centralized applicant file contributed to the effective operation of the Employability Unit by giving area office and field personnel simultaneous, immediate access to basic applicant data. Applicant service problems could be discussed by telephone and without the delay of the mail transfer of records. Likewise, applicants apparently needing intensive service, but whose need had not been recognized by field personnel, could be identified by Employability Unit specialists through review of the centralized file.

Administratively the centralized files simplified the collection of data concerning labor market imbalances within the area. Shortage and surplus occupations within the area as a whole or in the various parts of the area could be readily identified. More importantly, however, the centralized files offered insight into unmet area manpower needs. As an illustration, data derived from the centralized applicant files, but developed too late in the Project for positive action to be taken, showed that nearly 1,500 individuals in the active files had been unable to find suitable employment due to the lack of adequate vocational skills. This is impressive evidence that, despite maximum utilization of current programs, substantial unmet need for vocational training still existed in the area.

Finally, the centralized files provided a means for evaluating the quality of employer and applicant services through the area office and the satellite offices alike. Monitoring of operations throughout the area could be conducted from within the area office and supervisory travel to satellite offices and outstation centers could be limited to occasions where the need had been identified.

The second mechanical innovation introduced was a Leased Telephone Line System linking the area office and the four satellite offices. The leased line, like the centralized files, met both operational and administrative needs. Administratively, the leased line facility tied the geographically dispersed satellite offices and the area office together. It also provided the communications link required if the four operational units were to function together effectively, as components of a single service delivery system. By enabling the area manager to maintain contact with all operating personnel regardless of physical location and to operate equally effectively from any part of the territory, the leased line also made a contribution as a management tool.

The operational influence of the leased line was equally profound. In conjunction with the centralized files, the leased line made telephone job development and referral service possible areawide. Satellite office interviewers, while talking with an applicant for whom no suitable jobs existed locally, could use the leased line system to call the Area Placement Unit to determine whether or not suitable openings were available elsewhere in the area or even in other areas. If suitable openings were available in another part of the area, then the Area Placement Unit used the leased line facilities to arrange an employer interview on the spot. Before the applicant left the interviewer's desk, referral to a job opening in another part of the area frequently had been arranged. Delivery of areawide job development and placement service on the direct, immediate basis normally possible only within the city served by a single local office had become a reality. The leased line telephone system also made regular consultation between field personnel and Employability Development Unit personnel feasible. This direct, consultative contact was especially important when service was being provided to counselees since counselors needed to be informed when problems in the counseling plan developed. Likewise, through discussion of individual cases, counselors frequently contributed to the effectiveness of the service provided to counselees by field personnel.

Administrative Innovation

Three basic administrative innovations were introduced. In the first place, authority and responsibility for the development and execution of programs and activities were delegated to operating personnel as a matter of policy. The purpose was to involve professional personnel in policy-making as well as policy execution on the theory that the motivational impact would be substantial.

Complementing this delegation of authority and responsibility to operating personnel was a policy of placing program technicians in charge of specialized activities. Line responsibility was delegated to program specialists to bring their technical expertise directly to bear on problem areas. The result was the development of original, imaginative programs and approaches having considerable impact on problem areas.

The third administrative innovation introduced was the concept of management as a creative problem-solving function. Delegation of activity responsibility to operating personnel relieved management of the need to provide day-to-day direction to operations. At the same time, incorporation of program technicians into the management function introduced their expertise and competence into the program and policy development phase of management activities. Management, as a consequence, was free to concentrate upon identifying unmet manpower needs, deciding upon priorities among unmet needs and working with operating personnel and with other agencies in the development of programs to meet these needs. In short, management became a creative, rather than a simply administrative, function.

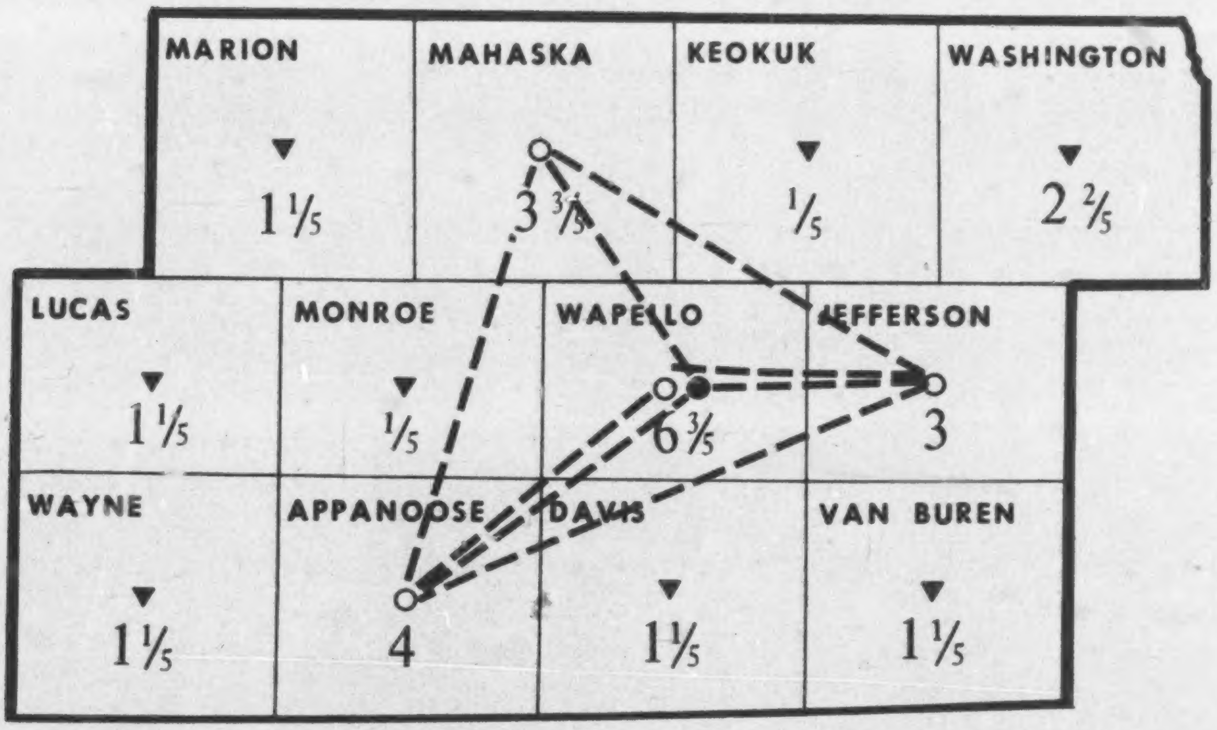
The most notable innovations, however, were operational. New techniques for reaching out to applicants and employers, for contributing to the employability development of individual applicants, for developing suitable job openings for placement-ready individuals, for providing recruitment and other industrial services assistance to employers and for assisting community efforts to resolve community problems were developed and implemented. In fact, virtually every Employment Service activity and program felt the impact of changed techniques and procedures.

Reaching Out

To strengthen the ability of the rural Employment Service to reach out to and attract applicants and employers in need of service, two courses of action were pursued. To begin with, outstation centers sponsored in cooperation with other manpower-oriented agencies and organizations were established in the eight counties lacking regular Employment Service facilities.

Cooperative sponsorship of the outstation centers offered distinct advantages. In return for Employment Service cooperation and expert assistance, cooperating agencies were willing to furnish office and communication facilities. In six of the eight counties, the cooperating agencies also made one or more staff members available to perform Employment Service functions during the absence of regular Employment Service personnel. In these six counties, their personnel were trained in Employment Service procedures and techniques and placed under the functional supervision of regular Employment Service staff through formal agreements with the cooperating agencies. As a consequence, Employment Service staff resources in the area were augmented by eight positions and full-time service was extended to six additional counties through the cooperative outstation program.

A substantial increase took place in the number of personnel available for intake and outlet activities achieved through relieving satellite office personnel of employability development activity responsibilities and through the "multiplier" effect of other agency personnel.


MARION
1⅕
MAHASKA
3⅗
KEOKUK
⅕
WASHINGTON
2⅖
LUCAS
1⅕
MONROE
⅕
WAPELLO
6⅗
JEFFERSON
3
WAYNE
1⅕
APPANOOSE
4
DAVIS
1⅕
VAN BUREN
1⅕

● Area Office

○ Satellite E.S. Office

▲ Outstation

— — Leased Line Connection

Number represents positions devoted to decentralized activities. (Includes trained personnel assigned by cooperating agencies.)

While the outstation centers were an extension of the Field Service Unit and were responsible for performing the same activities and pursuing the same programs as the satellite offices, the development and implementation of the outstation center concept is an excellent illustration of the creative potential of area organization and unit specialization. The need to strengthen the Employment Service's outreach capacity was apparent. The idea for this particular type of an approach evolved during discussions participated in by satellite office managers, the community coordinator and the area manager. The guidelines to be employed in setting up the outstation centers were developed by the area manager while the community contact work and the negotiation of the formal agreements necessary for establishing the outstation centers were conducted by the community coordinator through the Community Services Unit. Once the centers were established, line supervisory responsibility reverted to the satellite office managers.

As this case so aptly illustrates, coordinated use was effectively made of three different types of expertise--the Field Services Unit identified the problem, the area manager arrived at a solution to the problem and delegated responsibility for implementing the solution to the Community Services Unit and to the community coordinator and the Field Services Unit assumed responsibility for supervision of the implemented program. Involvement of the Community Services Unit in the implementation of the outstation concept eventually led to a substantial enlargement of the role of the outstation centers in the individual counties in which they were located. Successful Employment Service experience led other manpower-oriented agencies to assign personnel to the centers on a regular scheduled basis. As a consequence, multi-agency comprehensive manpower service centers evolved.

The second course of action undertaken to strengthen the ability of the Employment Service to attract applicants and employers was the intensive, three-faceted public information and public education campaign mounted by the Community Services Unit. One facet of this campaign featured the purposeful cultivation of community leaders throughout the area. This activity, which was the prime responsibility of the community coordinator, involved identifying community movers in each county and establishing regular contact with them. The purpose of this endeavor was to explain Employment Service policies, objectives and activities and to enlist the cooperation of these community leaders in the effort to disseminate this information throughout the respective areas. While this program shared many of the objectives of an Employer Relations Program, primary emphasis was placed upon enlisting indigenous community leaders to perform many employer relations activities in their own communities. This personal contact campaign was particularly important during the period in which the outstation centers were being established. The support and assistance of community leaders contributed invaluably to the effort to get the individual outstations off to a fast and effective start.

The second facet of the public information and education campaign concentrated upon securing assistance from personnel of other agencies to convey information about Employment Service activities to the general public more effectively. This program, which involved the area manager as well as the entire Community Services Unit, required the same type of intensive personal contact as the effort to enlist the support of community leaders had demanded. Beyond this, however, arrangements were made for selected personnel from the Community Action Program agencies, from some of the agricultural agencies and from the various Welfare Departments to receive general overview Employment Service training. These training sessions, normally restricted to a single day, consisted of a brief introduction to Employment Service programs and activities and to the objectives these programs and activities were meant to achieve. Generally, individuals who received this training shared their experience with their co-workers. In addition to contributing to more effective interpretation of Employment Service activities and programs in the community, this undertaking led to greater linkages between Employment Service activities and the activities of the other agencies.

To complement these two facets of the public education campaign and to keep cooperating community leaders and personnel from other agencies up to date on local developments in the manpower field, several local publications were initiated. An Area Job Opportunities bulletin was prepared and disseminated by the Area Placement Unit, an MDTA Training Opportunities bulletin was prepared by the Employability Development Unit and an Area Labor Market bulletin was prepared and issued by the labor market economist in the Community Services Unit.

However, more spectacular results were obtained through professional exploitation of the potential offered by radio and television. A determined attempt was made to obtain as much radio and television exposure for professional personnel as possible. In the pursuit of this objective during the second year of the Project, the community coordinator participated in two television programs, the public information officer participated in three television programs and the chief counselor participated in three television programs and two radio broadcasts. The area manager alone participated in eight public service television programs and three areawide radio broadcasts. Significantly, one of the radio broadcasts in which the area manager participated also featured the Congressman representing Iowa's Fourth Congressional District. Another of the area manager's radio appearances was as co-host of an afternoon-long broadcast in support of Ottumwa's Summer Youth Employment Program. These examples are cited as illustrations of the direction the public information program took. Rather than simple publicity, emphasis was placed upon Employment Service participation in events of communitywide interest.

The third facet of the public information campaign centered around more sophisticated utilization of the opportunities offered by the mass communication media. One technique employed in this program was the development of locally tailored articles for the use of newspapers in the individual counties. This technique, especially when local pictures were provided with the copy, normally got the message into print.

In addition to this public service broadcast activity, a venture was made into commercial television. A total of four prime time, professional quality television broadcasts were made during the second year of the Project. The objective of each of these broadcasts was the same--to persuade individuals wanting or needing employability development or job finding service to contact the Employment Service. To accomplish this objective, a common format was used in all four programs. Employers actively recruiting personnel appeared on the programs to "sell" the job opportunities and the benefits offered by their companies. Collect telephone calls were accepted from throughout the area during and for an hour after the programs. To provide "holding" power, a series of local musical groups appeared on the programs and provided entertainment between employer presentations. In keeping with the policy of securing maximum television exposure for professional personnel, the programs were hosted by the area manager.

The effect of these programs was phenomenal. Over 500 individual applicants, more than 60 per cent of whom had had no recent contact with the Employment Service, responded directly. Nearly 70 per cent of these applicants resided in the outlying, rural portions of the area, over 50 per cent had completed less than three years of high school and better than 35 per cent had had earnings below the poverty level during the preceding year. Ultimately, nearly 400 of these applicants were placed in competitive employment with the recruiting employers. These results are discussed in detail in the final report of the Iowa Labor Mobility Project. In terms of effectively reaching the people, the commercially-styled, prime-time television program was by all odds the most productive informational technique employed during the Project.

Developing the Applicant

Area organization, through the expansion of the number of expert services available in the area and through the increased sensitivity and responsiveness to individual problems generated by staff specialization, contributed materially to the ability of the Employment Service to provide meaningful assistance to non-job ready applicants. Some advantages were derived from unit organization itself since the satellite office interviewers no longer had program responsibilities. As a consequence, the tendency on the part of personnel having initial contact with individual applicants to approach the delivery of services in terms of unfilled training slots and unfilled program quotas instead of in terms of the assistance the individual applicant needed was overcome. Filling quotas was somebody else's responsibility.

Secondly, satellite office personnel had more time to dig out relevant information and to get to know the applicant. Relieved of program screening responsibilities and the structuring of the interview which it inevitably implied, a better appreciation of the individual's experience, abilities, problems and shortcomings was obtained. Realistic assessment, in turn, contributed to the ability of the program technicians to provide effective, relevant services.

Finally, the outstation program contributed significantly to the delivery of employability development services. Delivery of service to disadvantaged applicants--applicants needing assistance to develop their employment potential--frequently requires repeated contact and substantial follow-up. The motivation problems--to say nothing of the economic inconveniences--makes it unrealistic to expect these applicants to travel great distances regularly. The dispersal of Employment Service-related facilities throughout the area and the active cooperation of co-sponsoring agency personnel made this necessary follow-up and follow-through possible.

In addition to these "built-in" advantages, however, area organization permitted substantial purposeful innovation in the delivery of employability development services. In the counseling area, for instance, the program centralization made possible by area organization permitted a program approach to the delivery of service. Simply stated, what this meant was that the staff depth attained through centralization allowed individual counselors to specialize in particular program areas. As a consequence, though total counseling resources in the area were not augmented (three functioning counselors both before and during the Project) counseling service was extended to MDTA trainees at the Area Vocational Technical School, to NYC program participants and to Operation Mainstream program participants and to local Work Experience and Training clients, without jeopardizing the regular in-office counseling program.

The mechanics through which this substantial extension of service was accomplished were simple. Rather than having three counselors "hanging free" to accommodate in-office traffic and none of them functioning at full capacity, in-office counseling became the prime responsibility of one counselor, with the other two available for back-up duty. The prime responsibility of one of the other counselors became MDTA related activities, while the third specialized in interagency programs. The result was a counseling program that fulfilled regular in-office Employment Service responsibilities and that also went far toward discharging Employment Service responsibility for providing assistance to individuals receiving employability development services in other programs and through other agencies.

Additional advantages were yielded by the program approach to the delivery of counseling service. The organization and operation of the Employability Development Unit polarized around the centralized counseling section. As a case in point, a close working relationship developed between the centralized MDTA selection and referral section and the counselor responsible for delivery of service to MDTA trainees. Out of this liaison grew an applicant-training needs inventory which, at one point, had identified over 1,500 individual applicants in need of and qualified for MDTA training. Likewise, an employer training needs survey resulted in the areawide identification of the vast unmet need for licensed practical nurse training slots available for area residents. While, due to resource limitations, it proved impossible to convert identified training needs into available training slots on anything like a satisfactory basis, at least the magnitude of the need was authoritatively established.

However, of the innovations effected through area organization, those having the greatest impact on the ability of the Employment Service to contribute effectively to the employability development process of individual applicants were in the program linkage area. Some of these program linkages were internal. Within the Employability Development Unit, provision was made to reserve, so far as possible, MDTA training slots for NYC, Operation Mainstream and Work Experience and Training program graduates identified as in need of vocational training by the counselors serving these programs. Likewise, the program assignment of a counselor to delivering service to MDTA trainees enabled both local and area placement units to have detailed, interpreted applicant and training data available when the individual enrollee's training cycle approached completion and the search for competitive employment began. Finally, the immediate accessibility of the centralized intensive placement section resulted in more effective job development and placement activities for difficult-to-place Employability Unit clients, whether program graduates or part of the regular in-office workload.

At the same time, more effective external linkages were also developed. Assignment of counseling resources to programs mounted by other agencies strengthened linkages with these particular programs. However, the development of interagency working partnerships went far beyond this provision of particular service. Through the programs receiving Employment Service counseling support, additional outlets were created for regular Employment Service clients; part of the package was Employment Service participation in the recruitment and screening processes for these programs. Consequently, the Employment Service not only serviced clients coming out of the programs, but utilized the programs as resources to assist in the employability development of clients reached through other sources.

Additional linkages in the provision of services to individual applicants were attained through the Employability Development Unit staffing sessions. Initiated to improve communications within the Unit, participation by Division of Vocational Rehabilitation counselors, Iowa Comprehensive Alcoholic program counselors, Mental Health Institute counselors, Community Action program manpower personnel, Department of Social Welfare representatives and the Iowa Manpower Council's OJT-MDTA representative became regular. In effect, an areawide, intensive-service, comprehensive manpower service center evolved.

Finally, the ability of area organization to strengthen interagency special applicant programs was amply demonstrated. Due to the limited duration of the Project, service programs for all special applicant groups could not be undertaken. In view of the evident problems of younger workers in the nation at large as well as in this particular area, service to youth was selected as the area to receive emphasis.

To lay the foundation for this program, the assistance of school administrators was enlisted and an exhaustive mail survey of 1967 high school graduates and dropouts which inquired into the services the students had received and into those they felt were needed but not offered was conducted. Nearly 90 per cent of the survey population responded. This survey is discussed in detail in a supplemental report titled, "The 1967 High School Survey". Secondly, the Employability Unit, working with the informational office, surveyed school administrators and counselors in the area to find out what services the schools felt were needed. Out of this new partnership with the area schools grew the variable-intensity 1968 area high school program which became the model for the statewide 1969 Iowa cooperative school program. To supplement the cooperative school program, agreements were forged with area Community Action agencies to obtain their assistance in establishing contact with school dropouts. Finally, the youth services program was rounded out by the Summer Youth Employment programs which again were multi-agency endeavors, although Employment Service inspired. A supplemental report "Summer-68" describes this program in detail.

Developing the Job

Area organization also permitted fundamental innovation in the job development and placement field. To begin, the outstation program extended Employment Service-related facilities into every county in the area. This expansion of the Field Services Unit opened every employing firm in the 12 counties to direct penetration by the Employment Service if Employment Service personnel developed this potential through adequate cultivation. In short, the potential direct-access market was expanded by the outstation program while the resources with which to exploit this expanded market were similarly enlarged. At the same time, this extension of Field Services Unit activities was supplemented by the public information campaign conducted by the Community Services Unit.

In fact, the primary thrust of one phase of this public information program--the phase emphasizing cultivation of community leaders--was directed almost entirely toward persuading these indigenous leaders to help make employers in the community receptive to Employment Service penetration. Once persuaded, the role of the community leaders was to "soften up" employers for later contact by Employment Service personnel for particular applicants. Active participation of local leadership in this employer relations activity created the impression that cooperation with Employment Service personnel was something of a civic responsibility.

Job development and placement efforts consequently were more effective and much easier. In similar fashion, area organization, by relieving satellite office personnel of program responsibilities, in effect augmented the resources available in the satellite offices for local job development, placement and employer relations activities. Consequently, area organization strengthened the overall ability of the Employment Service to deliver traditional local labor exchange services by permitting these services to be decentralized to a greater extent than had been previously possible and by creating a structure within which satellite offices could specialize in the effective performance of local job development, placement and employer relations activities.

However, area organization had the greatest impact in the interarea placement field. Within the Project area, the Area Placement Unit, through effective utilization of the centralized applicant and employer order files and the leased line telephone system, permitted the complete dispensation of regular clearance or interarea placement forms and procedures. Placement and job development activities were conducted throughout the area on a single office basis with the Area Placement Unit serving as the central areawide clearinghouse for both applicants and job openings. The existence of a suitable opening for a particular applicant anywhere in the area could be determined by telephone and appropriate referral arrangements could be made at the same time. The time loss incurred through dependence upon mail referral was avoided while the speed of the referral process reinforced the applicant's motivation to follow through with the interview.

Telephone job development was similarly pursued on an areawide basis. Whether initiated by satellite office personnel while the applicant was in the office or by Area Placement Unit personnel working from the centralized applicant file, areawide job development resources could be harnessed for an individual applicant through effective utilization of the leased line system. An applicant from any part of the area might have personnel in up to six other locations simultaneously contacting employers in his behalf. An apparatus capable of economically delivering intensive, areawide job development and placement service had been created.

Similarly, through the complementary Labor Mobility Demonstration Project, selected labor markets outside of the area were opened to direct placement and job development penetration. Regular clearance procedures were again dispensed with and the direct exchange of job order information and of applicant records was initiated. Telephone job development activity between the Area Placement Unit and the local Employment Service offices serving these labor markets was likewise developed extensively. As was the case within the area, the resulting direct access to job opportunities in other areas substantially strengthened the ability of the Employment Service to deliver effective placement and job development service. Not only was the delay incurred by mail referral avoided but the immediacy of the service strengthened the applicant's interest in out-of-the-area job opportunities. Referral arrangements could be concluded before the applicant lost interest or became concerned about the problems associated with relocation. After the applicant had visited the new area, been on the job site and had a job offer, problems which would have seemed insurmountable earlier often appeared more manageable. The secret of successful interarea placement, especially when less than professional applicants are being served, appears to be in getting the applicant close enough to the job to see the advantages of relocation before the imagined and real problems associated with relocation overwhelm and discourage him.

Since public transportation facilities both within the area and to the major job markets outside the area were woefully inadequate, two techniques were utilized extensively to bring job applicants and potential employers together. In the first place, substantial emphasis was placed upon encouraging positive recruitment by out-of-the-area employers. In this endeavor the pool of applicants, represented by the centralized applicant file, proved a valuable asset. It demonstrated to employers that sufficient potential existed in the area to warrant positive recruitment and cooperating advertising. Likewise, although initiated primarily as a means for strengthening the outreach proficiency of the Employment Service, the experiments with commercial television brought a total of 12 recruiting employers into the area. In addition, the television experiments resulted in access being gained to hundreds of additional job openings. Generally, the attempt to promote positive recruitment within the area was successful. During the second year of the Project, out-of-the-area recruiters were in the area office two weeks out of every month.

In those cases where positive recruitment was not a practical alternative, escort service was initiated to enable applicants to get to pre-employment interviews. When suitable job openings had been identified in a particular community for a sufficient number of applicants, physical transportation to the pre-employment interview was provided either by Employment Service personnel or by the local Community Action agency. While the travel and staff time investments were considerable, the results were at least as gratifying.

Although fewer than one out of three applicants who arranged their own transportation to the pre-employment interview actually entered on the job, three out of every four of the applicants who were physically transported to the pre-employment interview were hired and went to work. The difference appears to be that the applicant traveling by himself often arrived confused, awed and bewildered while the motivation of the applicant provided with physical transportation was reinforced during the trip. Since nearly all of the applicants escorted to the pre-employment interview were disadvantaged, the investment appeared warranted. The Final Report of the Iowa Labor Mobility Demonstration Project discusses this activity in detail.

To summarize, area organization strengthened the ability of the Employment Service to engage effectively in interarea placement activity by simplifying and streamlining procedures and accelerating the speed at which results could be achieved. At the same time, area organization proved capable of developing positive recruitment by out-of-the-area employers to the point where it became a relevant factor in the delivery of placement service to applicants in the area. The outmigration of rural workers is a present and continuing national problem and area organization, by strengthening interarea placement service, can contribute significantly to the efforts of the rural Employment Service to make this process more orderly and more efficient.

Beyond this, however, because of the influence area organization had upon the ability of the Employment Service to deliver fast and efficient job development and placement service, development and implementation of an areawide intensive placement concept became practical. Applicants presenting particularly difficult placement problems were assigned to Area Placement Unit personnel on a caseload basis. All of the resources available through the area organization were worked and reworked until satisfactory employment for the applicant was obtained. Initiated as a means for providing effective service to Employability Development Unit clients, the service was expanded to include applicants suggested by the satellite offices and selected individuals referred by the Division of Vocational Rehabilitation, the Iowa Manpower Council and the local Community Action agencies. In return for this service, these agencies provided whatever job opening data they accumulated, personal contact job development assistance and applicant transportation services to the Area Placement Unit. The intensive placement program, by harnessing the resources of other agencies as well as those resulting from area organization of Employment Service activities, proved to be an economical and effective means for coping with the problems presented by difficult to place and often disadvantaged applicants.

The final contribution made by area organization to the ability of the Employment Service to deliver effective job finding service was in the area of program job development, best illustrated by the Summer Youth Employment programs. These programs, discussed in detail in the supplemental report "Summer-68", demonstrated the ability of area organization to effectively marshall community and technical resources in developing and implementing a communitywide program capable of having impact upon the employment problems of an identifiable group of applicants. Unlike individual job development, which can be effectively performed by a single individual working almost by himself, effective program job development requires, as the summer youth employment program experience demonstrates, the participation of a variety of individuals possessing different skills and performing different functions in a single appropriately coordinated and sensitively directed effort. Program job development also involves selling an idea--an intangible--to the community or to part of the community rather than selling an individual applicant--a tangible person--to a particular employer.

As a consequence, program job development activities were both more complicated to initiate and more difficult to perform than were individual job development activities. However, once the effort was underway, the effects of program job development were substantial.

While the summer youth employment programs were the most fully developed of the Ottumwa Project's program job development efforts, nearly all of the special job development and placement efforts initiated during the Project incorporated the essential elements of program job development. To illustrate, the extension of local placement and job development activities through the outstation center program featured the involvement of community leaders and community involvement is part of program job development. The implementation of the outstation centers involved securing the participation of other community agencies and program job development requires the marshalling of technical resources in the community. Successful operation of the outstation centers depended upon commitment of local employers to the notion of cooperating with Employment Service personnel. The communities were sold on an idea and the sale of an idea to the community is the essence of program job development. Creation of the outstation center program which was directed by the area manager involved the activities of the community coordinator, the informational officer and satellite office personnel. The initiation of job development activities requires coordinated use of a variety of different talents to promote employment opportunities for an identifiable group of applicants. Developing suitable placement outlets for rural residents unable to leave the area or to commute long distances was one of the objectives of the outstation center program. The outstation center program was, in good part, a program job development effort. Similar conclusions are reached on the other intensive job development and placement activities pursued during the Project. Program job development was the innovative concept which gave birth to the innovative techniques and program activities.

Developing the Community

Of the three factors materially influencing the operational performance of an organization--the resources at its disposal, its ability to deploy these resources effectively and the external environment in which it is operating--the latter factor is too often either dismissed as being completely beyond the control of the organization or merely used as a scapegoat upon which the blame for failure to produce as expected may be placed. Some things in the environment are uncompromisingly beyond the control of the organization. In the case of a manpower agency, for instance, general economic conditions are not within the span of control of the agency but still have substantial influence on the agency's activities.

To illustrate, during the two years of the Ottumwa Project, a series of economic setbacks (a local plant closing with a consequent loss of over 1,500 jobs, protracted layoffs in the farm equipment manufacturing and the electric appliance industries and a choking national strike) severely hurt the area job market. As a result, the estimated unemployment rate in the area rose from slightly above the statewide average before the Project (3.5%) to nearly double the statewide average during the second year of the Project (5.6%). These deteriorating local economic conditions had marked impact upon Project operations. If nothing else, rising unemployment created a larger target applicant population and diminished job opportunities made the ultimate objective of the service delivery system--suitable placement of the individual in competitive employment--correspondingly more difficult to achieve.

On the other hand, many environmental elements, such as the repute in which the organization is held by the individuals it is trying to serve, its reputation in the community at large, the willingness of other agencies to supply supportive services to and to request supportive service from the organization and the degree to which the objectives and the activities of the organization are effectively communicated to the community at large and are interpreted in terms of recognized community purposes can be materially influenced by the organization. During the Ottumwa Project, the public information and education program mounted by the Community Services Unit, the negotiations with other agencies leading to establishment of the cooperative outstation centers and the participation of other agency personnel in Employability Development Unit activities, the evolution of the cooperative high school program and the development of the summer youth employment programs were all, in part, efforts to influence these environmental elements favorably.

However, for activities of this type to be successfully undertaken, an inventory of resources and a level of technical competence and sophistication is attainable in rural areas only through area organization. Community Services Unit personnel--the labor market economist, the community coordinator, and the public information officer--figures prominently in all of these endeavors. Personnel of this caliber, though their services are indispensable in the effort to influence employer and community attitudes favorably, have to be kept busy in their fields of professional competence to pay their way. In rural America, this can only be done through area assignment.

Community Services Unit personnel, however, did more to develop community support and area resources than provide program development assistance to the other operational units. The community coordinator, as area CAMPS chairman and at the request of the state CAMPS chairman, presided over the initial field work involved in the development of a statewide manpower resources inventory. The community coordinator and the area labor market economist working together and with the assistance of the Research and Statistics Department of the Iowa Employment Security Commission, developed employment-unemployment bench marks in five additional counties to provide the Area Industrial Development Committee with more accurate labor market information. Given sufficient time, bench marks for the remaining four counties would have been developed and accurate, areawide labor market data would have become available.

Finally, the community coordinator and the information officer collaborated in the development of a centralized repository of employer-oriented manpower information. In addition to information about the services available through the Employment Service, stocks of brochures put out by other state and federal agencies dealing with matters ranging from child labor laws to assistance available through the Small Business Administration were acquired and maintained. In the course of regular community contacts or when appearing as the manpower representative with the Industrial Development Committee, the community coordinator could function as the areawide manpower authority. In this connection, the identification as the single, all-around manpower authority in the area was greatly reinforced if, when legal interpretation or additional information was needed, the community coordinator assumed responsibility for contacting the appropriate agency. The increased esteem and the greater willingness of community and business leaders to turn to the Employment Service for assistance more than offset the cost of the staff time required for the contact. The "Here's the address--you write" approach had been costing our public relations more than might have been guessed. All in all, the professional competence of Community Services Unit personnel made it possible to professionally conduct public and interagency relations activities. The consequence of a professional approach was to strengthen the ability of the Employment Service to cope with those elements in the environment amenable to some degree of agency control.

CHAPTER 4

THE IMPACT OF AREA ORGANIZATION ON SERVICES

Measuring Service

Rather than the traditional "transaction" or volume approach to measuring services, an "individual applicant" approach was adopted in the Ottumwa Project. Briefly stated, the methodology used to develop "individual applicant" statistics was to relate the services performed and the results achieved to individual applicants, rather than to separate totals of new applications, referrals, placements and other transactions. Made possible by the use of electronic data processing equipment and techniques, "individual applicant" data provided insight into the quality of the service performed rather than a simple running total of the number and types of transactions completed.

Not infrequently, the differences between "total transactions" and actual services to individual applicants were nothing less than astounding. To illustrate, when pre-Project records were translated into "individual applicant" data, 6, 627 individual applicants accounted for the 10, 037 applications active in the four Employment Service offices in the area during the pre-Project year. Similarly, the 5, 578 local placements properly reported by these four offices during the pre-Project year actually represented only 2, 655 individuals. In these, and in other cases, "transaction" measurement was found to be grotesquely misleading. A discrepancy of over 30 per cent was found between what had actually happened and what "transaction" statistics had implied had happened.

On the other hand, "individual applicant" data provided no appreciably greater insight into unmet service needs in the area than had "transaction" data. Individual applicant data provided a clearer indication of the number of individuals receiving service without shedding light on the unmet needs of other individuals for similar service. The nature and extent of the services provided to individuals was revealed without giving any direct indication of the need for additional services. Adequate means for measuring these unmet needs for service were not developed.

However, individual applicant data, by permitting analysis in terms of which applicants required what types of services, made it possible to compare gross applicant service data to 1960 U. S. Census data and to date derived from other surveys to detect significant differences in the services delivered to similarly constituted groups of applicants. To illustrate, 1960 Census data indicated 52 per cent of the 12-county labor force resided outside of the four counties in which Employment Service offices were located. On the other hand, pre-Project data indicated only 16 per cent of the applicants served by these four offices came from these eight outlying counties. As the other characteristics of the labor force participants throughout the area were roughly comparable, the conclusion was that a substantial unmet need for service existed in the eight outlying counties.

Likewise, individual applicant data permitted applicant groups not receiving adequate and effective service to be identified. Indepth analysis of the reasons for the failure to receive adequate service frequently led to the introduction of new services or to the modification of existing ones.

To illustrate, when it was discovered disadvantaged applicants were failing to report for subsequent counseling interviews, failing to report for MDTA training or failing to adjust adequately to the training situation after reporting because of inadequate financial resources and insufficient orientation, an MDTA Holding and Orientation Class program was initiated. In addition to making it possible for disadvantaged applicants to take full advantage of the counseling service, this Holding Class introduced a "halfway house" concept into the process of preparing these individuals for eventual entry into training or into the world of work. Consequently, though individual applicant data did not, in itself, provide substantially greater insight into unmet service needs than did transaction data, it was of greater assistance than transaction data in identifying these needs. The individual applicant approach to measuring services was stronger both as a means for identifying unmet service needs and as a means for determining whether or not identified needs were being effectively served. As the stronger approach, it was adopted as the primary management control during area operation and as the basic statistical tool for measuring the impact of area organization.

INDIVIDUALS WITH APPLICATIONS ACTIVE

	Pre-Project Year 10-65/9-66	Project First Year* 10-66/9-67	Project Second Year 10-67/9-68
Appanoose[a]	919	1,086	1,279
Davis	246	195	271
Jefferson[b]	846	579	767
Keokuk	215	238	312
Lucas	75	81	201
Mahaska[c]	679	963	1,015
Marion	91	153**	376
Monroe	214	195	288
Van Buren	216	127	260
Wapello[d]	2,969	2,440	2,973
Washington	48	18	274
Wayne	118	90	220
Total	6,627	6,165	8,236

*Outstations not in operation

**Marion County outstation in operation five months (May through September)

a. Site of Centerville Employment Service Office
b. Site of Fairfield Employment Service Office
c. Site of Oskaloosa Employment Service Office
d. Site of Ottumwa Employment Service Office

Reaching the People

Our table summarizes statistically the results of Project efforts to strengthen the ability of the Employment Service to reach out to individuals in need of services and compares these results with experience in the area during the year before the Project.

During the second Project year when the full force of the outreach effort was felt, the number of applicants having active applications during the period increased by 1,609 or 26 per cent from the pre-Project period. The number of applicants from the eight outlying counties, where the major effort was concentrated, rose from 1,214 before the Project to 2,212 during the Project's second year, an increase of 82 per cent. The percentage of the total applicant population accounted for by residents of these eight counties rose from 16 per cent to 27 per cent during the second Project year. During the final quarter of Project operation when momentum in the outstations had built up, residents of these eight counties accounted for 37 per cent of applicant traffic. At the same time, intake from the four counties in which regular satellite office facilities were located increased 11 per cent, from 5,413 before the Project to 6,024 during the Project's second year.

The effort to strengthen the "outreach" ability of the Employment Service was not launched until the second Project year, October 1967 through September 1968. Before that time, primary emphasis was placed upon strengthening service within the cities having regular facilities. The decrease in applicant service throughout the area during the first Project year can nearly all be attributed to the drop in Wapello County. During the year before the Project the employment service office in this county recruited for a new plant employing 1,000. During the first Project year this new industrial acquisition faltered and during the second year it failed.

The statistical evidence is unequivocal. The operational and structural innovations permitted and encouraged by area organization substantially strengthened the ability of the Employment Service to reach out to individuals wanting and needing manpower services. Since people must be reached before they can be served, the potential ability of the Employment Service to deliver service was correspondingly strengthened.

Developing the Applicant

Centralization of Employability Development activities had greater impact qualitatively than quantitatively. To a degree, this resulted from restricted resources. The size of the functioning counseling staff was not increased at any time during the Project period and actually dwindled during the second Project year. The number of MDTA training slots available for area residents remained constant throughout the pre-Project and the Project periods. As a result, raw training statistics were not particularly impressive.

INDIVIDUAL APPLICANTS ENROLLED IN MDTA TRAINING

	Total Number	Percentage of Total Applicant Traffic
Pre-Project	169	2.5%
Project First Year	170	2.8%
Project Second Year	164	2.0%

Raw statistics, however, do not tell the entire story. In the training area, for instance, 1,500 individuals were identified as available for and potentially eligible to receive MDTA training during the Project's second year. The ability of area organization to identify and screen potential trainees was clearly demonstrated since nearly 10 times as many trainees could have been enrolled had adequate training resources been available. As it was, close working relations were cultivated with the Iowa Manpower Development Council to secure the maximum number of MDTA-OJT slots possible for Employment Service clients, with the Division of Vocational Rehabilitation to make sure that eligible Employment Service applicants received adequate consideration for training through that program, with the Departments of Social Welfare to gain access to Work Experience and Training Program opportunities for eligible Employment Service clients and with the Community Action agencies to secure maximum benefit from the Operation Mainstream opportunities.

These outside training resources, however, failed to do much to meet the identified need. As a result, the fundamental training problem encountered during the Project was the difficulty of uncovering sufficient training opportunities to take care of identified training needs. The trainee identification and screening capacity of the centralized system outstripped the ability of available programs to absorb trainees by so much that the full potential of the system was never really tested.

INDIVIDUAL APPLICANTS RECEIVING COUNSELING SERVICE

	Total Number	Percentage of Total Applicant Traffic
Pre-Project	297	4.5%
Project First Year	555	9.0%
Project Second Year*	453	5.5%

*Functioning counseling staff dropped from three to two midway during the second Project year and to one during the final quarter of the year.

Counseling statistics were more encouraging. However, limited staff resources still imposed restrictions and curtailed activities. The identified need for additional counseling services was never fully met. Nonetheless, and despite less than fully adequate resources, centralization of counseling did permit program assignment of the counseling staff. As a result more adequate service was delivered to the applicant group most needing the service--the disadvantaged. In addition, the program assignment of the counseling staff had the further advantage of relating the counseling function directly to other employability development programs and activities. As counseling was then an intregal part of the employability development process and not a more or less isolated service, direct access to the means for executing the plan arrived at during counseling was better assured. The result was increased benefit to the counselee from the service.

Finally, program assignment of the counseling staff permitted the counselors to participate in the development of programs designed to cope effectively with the needs of particular applicant groups. Two examples well illustrate the advantages of counselor participation in program development. As an example, the evolution of the cooperative school program during the second Project year was initiated by the counselor providing service to high school dropouts and recent graduates. His extensive contact with young people and with school counselors, supplemented by the findings of the 1967 High School Graduate Survey, provided him with firsthand knowledge of the areas of need in the schools. The specialized staff and the resources available through area organization made it possible for him to translate his ideas on how to meet these needs into an operational program. As a result of the high degree of specialization permitted by the program assignment of counseling staff, a cooperative school program more tailored to area needs was developed.

The second example is similar. Provision of group counseling service to Operation Mainstream enrollees led to the realization that disadvantaged applicants as a group had little idea of how to go about looking for a job or of how to conduct themselves during a pre-employment interview. A brief, informal survey revealed that Adult Basic Education classes being conducted in the area, area Neighborhood Youth Corps projects, the schools and the Community Action agencies had had similar experiences. The need for group orientation to job search techniques was clear. Assisted by the Community Services and Field Services Units, the centralized counseling section began a series of Creative Job Search classes throughout the area. Program assignment of the counseling staff had led to the identification of an unmet need and the resources available through area organization permitted the expertise of a variety of specialists to be tapped in the interest of developing an effective program to meet this need.

Finally, centralization of the major employability development functions--counseling and MDTA selection and referral--introduced a distance factor into the service delivery system. The question of whether or not properly motivated rural applicants would travel considerable distances for these services became crucial. Significantly, Project experience indicated the distance factor introduced through centralization did not adversely affect the willingness of individual applicants to avail themselves of these services. The increased attractiveness of the strengthened services apparently more than offset any additional inconvenience caused by the increased distances.

Our table shows the number of applicants receiving counseling service increased steadily so long as adequate staff was available to deliver the service. The number of applicants enrolled in MDTA training was restricted only by the number of training slots available. Ten times more potential enrollees were identified than existing training programs could absorb. Moreover, the proportion of service recipients residing in the various parts of the area did not change materially. What change there was reflected increased applicant intake resulting from the intensive outreach program. The distance factor introduced as a result of the centralization of these services did not impede service delivery. When the service was relevant and effective, applicants would travel to take advantage of it.

Developing the Job

Area organization and the operational and structural innovation it permitted and encouraged had substantial impact on the permanent placement performance of the Employment Service. Our table, which incorporated both regular placement and job development data, shows that the number of applicants placed in permanent employment by the Employment Service increased markedly during the Project period despite steadily deteriorating local economic conditions and the inevitable consequence of softening local labor demand.

INDIVIDUAL APPLICANTS PLACED IN PERMANENT EMPLOYMENT

	Number	Percentage Change from Pre-Project Period	Percentage of Total Applicant Traffic
Pre-Project	2, 655	———	40%
Project First Year	2, 670	+6%	43%
Project Second Year	4, 146	+56.2%	50%

However, an entirely different picture is presented by local nonagricultural placements reported on the E.S. 209 forms for the three periods. The following table summarizes E.S. 209 data on local and interarea placement and job development activity during the Project and pre-Project periods. These figures show that the additional emphasis placed upon local job development and interarea placement activities through area organization more than compensated for the reduction in local placement activity resulting from deteriorating local economic conditions. The changed techniques enabled the Employment Service to improve its overall placement performance slightly despite these local conditions.

NONAGRICULTURAL LOCAL PLACEMENT, JOB DEVELOPMENT AND APPLICANT INTERAREA PLACEMENT DATA REPORTED ON E.S. 209'S

Period	Placements	Local Job Development Placements	Clearance (a) Acceptances	Placement Performance
Pre-Project	5, 578 (b)	216	277	6, 026
Project First Year	4, 611	503	86	5, 200
Project Second Year	4, 683	546	882	6, 111

(a) Clearance acceptances do not translate directly into placement transactions. However, acceptances, as the only comparable transaction data available dealing with the interarea placement of applicants, do provide a reasonably accurate indication of the amount of activity going on. The acceptance data presented here reflects total intra-area and interarea activity during each of the three periods.

(b) Pre-Project placement data is distorted by 739 placements with a major new industry, staffed by the Ottumwa office during the year before the Project. This company permanently closed at the beginning of the second Project year.

When the data in these tables are merged, two notable facts emerge. In the first place, the most serious shortcoming of the transaction approach to reporting and workload measurement is apparent at once. Despite the fact that the number of individual applicants placed permanently by the Employment Service during the second Project year was 56 per cent greater than the number permanently placed during the pre-Project period, transaction data indicates that the performance levels during the two periods were roughly equivalent and gives no indication of the substantial extension of service the permanent placement of 56 per cent more applicants implies. The failure of transaction data to reflect this fundamental change in the type and quality of placement service being delivered to the applicant population quite pointedly raises the question of the reliability of transaction data as an index to performance. What valid conclusions about effective performance can be drawn from data that does not reflect such substantial changes in the type and quality of service being delivered?

The second notable fact is that the major part of the credit for strengthening the permanent placement performance of the Employment Service in the area is to be attributed to the expanded and revised job development and interarea placement programs. Certainly the outstation center program was not without influence. The proportion of job openings received from employers in the eight outlying counties rose from 3.5 per cent of the total nonagricultural openings processed during the year before the Project to 14.8 per cent of the openings processed during the second Project year. In number, this was an increase of 400 per cent. However, the outstation center operation was in part program job development. One of the basic reasons for launching the outstations had been to open employers in the outlying counties to penetration in behalf of Employment Service clients.

Individual job development activity engaged in by outstation, satellite office and area placement personnel contributed substantially to the strengthened permanent placement performance in the area. Job development placements by their very nature are usually permanent. In addition, since the job referral is tailored to the applicant, effective placement through job development normally does not have to be repeated within a short time. Once placed, the applicant tends to stick.

As a consequence, a substantial increase in the proportion of job development placements in the total placement mix can be expected to result in a strengthened permanent placement performance because individual tailoring of the referral culminates in a higher quality service. The Area Placement Unit's intensive placement program and the increased emphasis upon individual job development in the satellite offices by Field Services Unit personnel resulted in a 153 per cent increase in the number of individual job development placements made during the second Project year. Increased individual job development, consequently, contributed substantially to the strengthened permanent placement performance.

In percentages, the most spectacular results were obtained in the interarea placement program. The number of individual applicants placed in employment outside their home areas during the second Project year was 1000 per cent greater than during the year before the Project. Like job development placements, interarea placements are nearly always permanent and rarely require repeating in behalf of the same applicant. As a result, a substantial increase in the interarea placement of individuals normally also means a strengthened permanent placement performance.

INTERAREA PLACEMENT OF APPLICANTS

Period	Individuals Placed	As a Percentage of Total Applicants Placed	As a Percentage of Total Applicant Traffic
Pre-Project	55	2.1%	0.8%
Project's Second Year	605	14.6%	7.3%

A number of factors contributed to this spectacular rise in interarea placement activity. To begin with, centralization of area placement responsibility was important. Development of interarea placement activity became the first line duty and prime concern of particular individuals. Responsibility was not diffused.

Equally important, however, was the communication system since effective placement and job development activities require rapid communication. Neither employers nor applicants are willing to wait for days while the availability of suitable workers or job openings is checked out. In this regard, the centralized files were equally important. A single telephone call could result in interview arrangements being completed or in areawide job development or recruitment activity getting started. The centralized applicant files also contributed to increased interarea placement activity through the influence they exerted in the effort to promote positive recruitment by out-of-the-area employers. The manpower resource depth reflected in the centralized files proved exceedingly attractive to expanding employers.

Similarly, the imaginative recruitment techniques, such as the television broadcasts which alone resulted in the placement of nearly 400 individuals, aided interarea placement and job development activity by bringing additional employers into the area to recruit and opened hundreds of additional job opportunities to Employment Service clients. Direct access to and the direct exchange of applicant and job opening information with the Employment Service offices serving selected demand labor markets also contributed to streamlined and speeded up interarea placement procedures, eliminated unproductive paper work, and encouraged direct, interarea telephone job development activity. Finally, the availability of labor mobility assistance to help those willing to accept employment in other areas, but unable to shoulder the cost of moving themselves, proved helpful in the cases of nearly 200 individuals.

In summary, the impact of area organization on the ability of the Employment Service to deliver effective placement and job development service was enormous. The number of applicants who benefited from permanent placement service was increased by 56 per cent, the number of applicants who were placed through individual job development was increased by 153 per cent and the number of applicants who were placed in jobs outside of their home areas was increased by over 1000 per cent. That the delivery of placement and job development service in rural areas can be strengthened was clearly demonstrated.

CHAPTER 5

THE IMPACT OF AREA ORGANIZATION ON ADMINISTRATION AND MANAGEMENT

Administration

As much of the preceding material suggests, area organization proved to have substantial impact upon the ability of the rural Employment Service to administer and manager service delivery activities effectively and economically. The effects of strengthened administration and management have been described. The means by which this strengthening of administrative and managerial ability was effected equally deserves description.

The fundamental administrative strength of area organization is it provides the means for coping with the dilemma presented to the Employment Service by the small rural office. Established years ago when transportation facilities were more primitive, commuting patterns more restricted, the industrial composition of rural areas substantially different--established in fact to serve different needs--these offices today present formidable staffing problems.

With limited resources, it is impossible to staff each of these offices to the point where the sophisticated and highly technical services the Employment Service has become responsible for providing can be delivered effectively and uniformly. As a consequence, staffing patterns with huge gaps in the service delivery system, such as those in the pre-Project staffing pattern in the Ottumwa area, inevitably result. Rural residents, consequently, are often deprived of the services they need to adjust adequately to the occupational changes and to the necessity of commuting to or relocating to other areas brought about by changing conditions in the rural economy.

On the other hand, although these small offices serve populations too small to justify adequate staffing, local pressure often makes it impossible to close or to relocate these offices in an effort to consolidate resources. The towns and small cities in which these offices are located are already fading and will go to any length to avoid relinquishing any part of their remaining vestiges of influence and importance. Consequently, Employment Service administrators have been forced to retain an obsolete rural organizational pattern and to continue to dissipate valuable resources through ineffective and no longer relevant staffing patterns. That the service delivery system has been inadequate and ineffective has been clear. The means for strengthening the service delivery system, however, have been illusive.

Area organization resolves this dilemma. In the Ottumwa Project, the merging of the four small offices in the developing functional economic area into a single operating unit created the staff and resource depth necessary for the uniform development of program and activity strength and specialization throughout the area. At the same time a population base large enough to justify the assignment of additional resources was also created. The community wrath incurred by closing or completely relocating offices was avoided. The facilities were still there--in fact additional facilities were available in the area as a result of the outstation center program. Though some staff members and functions were reassigned, in the Ottumwa Project area adequate presentation of the simple truth that the changes introduced had made it possible for the individual offices to provide a wide range of more sophisticated services not only averted community ire but also earned community approval. Resources were consolidated without arousing community hostility and the means for creating program depth and uniformity of service throughout a rural area had been found and implemented.

Staff Utilization

The solution to the rural staffing problem permitted by area organization offers several additional administrative advantages. In the first place, the number of independently operating units is materially reduced. Since there are fewer independent units requiring routine supervision, state supervisory personnel have more time to devote to working with the remaining offices to develop programs and activities capable of coping effectively with emerging and newly identified manpower problems. In short, area organization in rural areas permits more creative and productive use of state level supervisory resources.

More importantly, however, the field resource depth made possible by area organization encourages the development of field program specialists. State level supervisors have resources in the field with which to work in the development and implementation of program activities and are not faced with the impossibly frustrating task of developing programs for small rural offices when the resources necessary to carry out these activities effectively aren't available. The contributions made by the working, field program specialists were well illustrated by the Summer Youth Employment Program, the Cooperative School Program, the Creative Job Search Program and the program approach to counseling developed during the Ottumwa Project. In these cases, and in others, the presence of competent field program specialists provided state level program supervisors with area counterparts with whom to work and to whom operational responsibility for program activities could be delegated. The result was the development of effective programs, tailored to the area, aggressively implemented by personnel with both the time and the technical competence required to carry out program activities capably.

Besides providing opportunity for the development of staff specialists, the resource depth introduced through area organization also generally permits more effective utilization of staff. To illustrate from the Ottumwa Project's experience, centralization of program activities permitted the development of sufficient resource depth in the satellite offices to make the extension of service to the eight outlying counties through the outstation center program possible. Similarly, area organization permitted the one staff member in the area trained in occupational analysis, though assigned to one of the satellite offices, to be utilized areawide. Likewise, the resource depth created through area organization made it possible for satellite office and outstation center staffs to be reinforced immediately when unusual local circumstances, such as mass layoffs or plant staffing activities, significantly affected workload levels. With areawide resources immediately available, peak workloads ceased to be a major problem.

Finally, area organization creates operational units which serve large enough populations to permit effective utilization of such highly technical staff personnel as labor market economists, public information officers and community relations specialists. The impact of personnel of this caliber upon operations is profound.

To provide an illustration from the experience of the Ottumwa Project, the effort to strengthen the ability of the rural Employment Service to reach out to individuals and employers in need of service depended heavily upon the development of an effective and aggressive mass communications program, upon securing the active cooperation of community leaders and upon securing both the active participation of other agencies in and widespread community support for the outstation center program. Without the professional assistance of the public information officer and the community coordinator these programs could not have evolved as they did and the effort to strengthen the outreach ability of the rural Employment Service would have been weaker as a consequence.

The activities of the labor market economist had comparable impact on operations. In the Ottumwa Project, accurate analyses of actual labor market conditions and of the quality and extent of the manpower services actually being delivered in the area by the Employment Service were largely responsible for the direction taken during the Project to strengthen the ability of the Employment Service to deliver effective service. The delivery of effective manpower services presupposed adequate planning. Adequate planning, in turn, depended upon accurate and competently interpreted labor market and service performance data. In short, without the professional contribution made by the labor market economist, the development of programs and activities capable of coping effectively with the manpower service needs of the area would have been seriously hampered.

Interagency Cooperation and Community Support

Area organization had a substantial impact on the ability of the Employment Service to develop effective interagency cooperation and to cultivate widespread community support in the Ottumwa Project. However, the development of community and interagency cooperation and support had to be pursued informally. A formal Comprehensive Area Manpower Planning System (CAMPS) machinery had been established in the area but the indifferent attitude of too many participating agencies toward CAMPS effectively prevented concrete progress toward strengthening interagency relationships through the formal organization. Although thwarted on the formal, multi-agency level, the resources and the resourcefulness put at the disposal of the Employment Service through area organization permitted a bilateral approach to the development and strengthening of community and interagency cooperation and support.

Communities and agencies, including the Employment Service, have objectives to accomplish and ends to achieve. Though the ends and objectives of different agencies and of different communities are usually not identical, there are areas in which they coincide to a degree and supplement or complement one another. During the Ottumwa Project, these areas of common concern were carefully sought out and exploited. In the course of exploring these areas, the amount of cooperation and support that the Employment Service could obtain from both communities and other agencies grew in direct proportion to the ability of the Employment Service to deliver relevant and effective manpower services--services which contributed to the attainment of the common ends. Bluntly, developing community and other agency cooperation and support became a type of "horse-trading". The Employment Service had to be able to offer services recognized as relevant and valuable to the community or to the other agency to obtain the assistance and support of the community or other agency.

Area organization, by strengthening the service delivery system through the creation of program and activity depth and through the expansion of the variety of services available throughout the area, strengthened the Employment Service's bargaining position. The Employment Service could offer services wanted and needed by communities and other agencies--a more attractive package--in exchange for their assistance.

As a result, office facilities, supportive staff and the active support of community leaders were obtained in the outstation center program in exchange for the extension of expert manpower services assistance into the outlying counties. The ability to allocate two staff positions to outstation activity was parlayed into the full-time delivery of Employment Service services in six additional locations and part-time service in two more communities. Similarly, the ability of the Employment Service to provide program counseling support to the NYC, Operation Mainstream and Work Experience and Training programs operating in the area culminated in these programs becoming work conditioning outlets for Employment Service employability development clients on an unprecedented scale. In much the same way, the willingness of Area Placement Unit personnel to accept intensive placement clients from other agencies resulted in other agency personnel performing much of the legwork associated with personal job development activity and with developing job lead information. In effect, the ability to deliver effective service made it possible for the Employment Service to obtain additional assistance in further extending service; a stronger package brought a better price.

The stronger package, however, did not in itself secure community and other agency support and cooperation. The package had to be merchandised. Effective merchandising required assessment of the market, advertising, salesmanship and the consistent delivery of a quality product according to schedule. In short, the services of professionally competent public information, community relations, labor market analysis, and managerial personnel. Area organization, by placing all Employment Service resources in the area under single direction, provided the means for assuring the delivery of effective service--the quality product--on schedule. Likewise, area organization by permitting the professional competence and the technical expertise of a public information officer, a community relations specialist and a labor market economist to be introduced into the area made adequate and accurate assessment of area manpower needs and labor market conditions possible. Area organization also provided the means through which these needs and conditions and the potential ability of the Employment Service to cope effectively with them could be communicated clearly to the community and to other agencies.

The impact, therefore, of area organization upon the ability of the Employment Service to develop community and interagency cooperation and support was twofold. In the first place, area organization created a better package--the variety and the quality of the manpower services available through the Employment Service in the area was strengthened substantially. Secondly, and of equal importance, area organization made it possible for this "package" to be merchandised professionally. As the extent of community support for and of other agency participation in the programs and activities undertaken during the Ottumwa Project made clear, the coupling of a quality product with effective merchandising substantially strengthened the ability of the Employment Service to secure community and other agency support and cooperation.

Management

In the Ottumwa Project, the management function was fundamentally affected by area organization. In fact, a radical change in type of management required in the rural Employment Service occurred. In part this change resulted from the substantial strengthening of the rural Employment Service delivery system affected through area organization. Consolidation of resources had created a more effective instrument requiring more sophisticated direction.

Of equal importance was the centralization of areawide management responsibility into a single management position. Absolutely essential to the singleness of purpose and the uniformity of service necessary for effective area operations in a single management position, the introduction of an area management concept necessarily obsoleted the part-time management concept which had traditionally characterized rural Employment Service operations.

The Ottumwa Project learned this the hard way. Due to the limited duration of the Project, local office managers remained in the satellite offices throughout the Ottumwa experiment. At the very best, the result was a tragic waste of talent. The experience, skill and expertise of these managers could have been more productively and effectively utilized in other assignments in the area operation. At the worst, this was a frustrating and personally disconcerting experience for the involved individuals and, on occasion, a real obstacle to effective area operation. Area organization, by introducing the need for unified, areawide management, had created a role for professional, full-time management in the rural Employment Service and had eliminated the need for part-time management in the process. Failure to recognize and to adjust adequately and realistically to this fact led to unnecessary and otherwise entirely avoidable administrative complications and difficulties--all on the order of tempests in teapots--throughout the Project.

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The role of the area manager as it evolved in the Ottumwa Project was more creative than administrative. The staff and resource depth achieved through area organization permitted responsibility for the day-to-day operation and administration of individual programs and activities to be delegated to competent specialists who served as working program and activity supervisors. As a consequence, the area manager was freed from the welter of administrative detail--from the housekeeping duties--which so often consume management resources without materially benefiting operational performance. Able to concentrate upon bringing area resources into better focus on the more critical area manpower needs, the area manager's prime responsibility was to determine policy, to set objectives and to allocate resources among competing objectives. In short, he could create as effective and as comprehensive an area manpower services program as available resources allowed. Area management, consequently, was largely an expediting function. Devising the means for more effective delivery of service, rather than the mere supervision of a staff performing routine and entirely prescribed activities, was its distinguishing characteristic.

Under the circumstances, the role of second line management was of critical importance. As working supervisors responsible for the effectiveness of activities within their units as well as for the participating in the actual performance of these activities, second line management personnel were an integral part of the management process. Not only were they the means through which management decisions were converted into actions, but, as a result of their active participation in actual production activities, they served as management's eyes and ears as well. Competent performance of their roles required that second line management personnel remain constantly alert to developing problems and to continuously search for more effective and efficient ways of utilizing available resources. Second line management personnel became a prime source of innovative ideas which contributed to the strengthening and the extension of manpower services.

The involvement of second line management personnel in the development and the implementation of programs and policies led to even further staff participation in the management function. Unable to develop the technical competence and expertise necessary for effective program innovation in each of the areas of specialization within their units, unit coordinators delegated responsibility and commensurate authority for activities to individual program specialists. The management function premeated almost the entire organization; a type of participative management had evolved.

To illustrate, the creative potential of participative management and the way in which it functioned, the outstation interviewer assigned to the Washington County Center detected the need for and the community interest in positive action to deal with the problem of summer youth employment. Unable to provide a satisfactory solution with the resources at hand or available through the Field Services Unit, the outstation interviewer brought the need to the attention of the area manager. The community coordinator was then detailed to the area to cooperate with the outstation interviewer in sounding out the community and to devise a course of action. When the nature of the need and the extent of the community resources available to cope with it had been satisfactorily identified, the area manager and the community coordinator met with community leaders to discuss alternate proposals and to develop a program which permitted maximum utilization of available Employment Service and community resources. Once the program was developed and agreed upon, appropriate Employment Services were committed and the program was turned over to the community coordinator for implementation and to the outstation interviewer for day-to-day supervision. The Washington County Summer Youth Employment Program is discussed in detail in the supplemental report "Summer-68."

The contribution to be made by the expertise of each individual involved in the operation of the program was effectively capitalized upon in the development of the program. Beyond this, each of these individuals was thoroughly motivated because it was his program. The result was an effective and successful program.

Ultimately, the substantial impact of area organization upon the entire manpower service delivery system in the area resulted in good part from the evolution of effective participative management. Without the adequate staff depth provided by area organization, of course, participative management could not have evolved and the service delivery system could not have been strengthened. But to have maximum impact, the potential represented by this staff depth had to be completely realized. The active participation of the individuals who made up the staff in the management process not only brought their expertise and experience to bear on the technical problems associated with the expanding and strengthening manpower services but it also secured their personal commitment to the programs and activities they had helped to develop. There is no better incentive to exceptional performance--and the complete realization of potential--than personal involvement.

CHAPTER 6

OBSERVATIONS ON ADOPTING AREA ORGANIZATION

Iowa's Reaction

Even before the final results of the two-year Ottumwa Project had been completely compiled and evaluated, the operational implementation of area organization and of many of the innovative techniques introduced and perfected through area organization were begun by the Iowa agency. More eloquent testimony to the effectiveness and the practicality--a more emphatic endorsement--of area organization could not be asked.

The Fiscal 1969 Iowa Plan of Service provided for the retention of area organization in Ottumwa and envisioned the adoption of area organization in three additional areas. In addition, the experimental Co-operative High School Program developed during the second Project year served as the model for the 1969 Iowa Co-operative High School Program while the revised Inter-area Placement and Job Development Program implemented by the Iowa agency in January 1969 represented the operational adaptation of techniques and procedures developed and refined by the Area Placement Unit. The contribution to be made by area organization to the strengthening of the ability of the Employment Service to deliver effective manpower services in rural areas had begun to be capitalized upon.

The Ottumwa Experience

Now that the final results are in, some definite observations about the essential features of effective area organization--and about some of the pitfalls to be avoided in the implementation of area organization--are suggested by the Ottumwa experience. To begin, insignificant though it may seem, the physical location of the area office proved to have an effect upon operations. In the Ottumwa Project, the lack of adequate space in the regular Employment Service office in the central city made it necessary to establish a physically separate area office which was less than ideal. In the first place, it confused the public and, in the second place, it led to an estrangement between the area office staff and the staff of the local office that was neither desirable nor conducive to effective operations.

Similarly, the Ottumwa experience indicates that, despite the resource depth and the program strength area organization permits, efficient delivery of effective rural service still requires the active support and assistance of other agencies and of the community at large. In fact, area organization demands less Employment Service insularity and it does not provide reason for more.

To give an illustration from Project experience, an employment opportunity survey undertaken early in the Project without the understanding and cooperation of community and industrial leaders yielded no significant results. A similar survey was conducted in the same counties during the latter phases of Project operation by personnel with less specialized expertise. When the purpose of the survey had been adequately and understandably communicated to the community, it not only yielded the information required for assessing labor market conditions in the area more accurately, but also resulted in the opening of additional employers in the outlying counties to Employment Service penetration.

In similar fashion, the initial experience with the Creative Job Search classes was unsatisfactory because an attempt was made to launch the classes before their relevance and importance had been adequately communicated to the community. However, conversion of the Job Search classes into an accepted part of recognized interagency employability development programs resulted in the realization of the full potential of this approach to delivering needed services to individuals. Numerous additional examples might be given.

The Ottumwa experience also provides some indication of the problems associated with introducing a temporary project on top of an existing organization. Initially, Project activity was simply superimposed over regular local office operations and the situation was intolerable from every point of view. It was not until satellite office personnel were incorporated into Project activities and until Project and satellite office operations were effectively integrated and placed under single direction that any significant results were achieved. Adequate utilization of existing staff resources, rather than the simple acquisition of additional resources, proved to be the key to both efficient operation and effective organization.

The Ottumwa experience also suggests that if there must be a choice between additional staff and the fiscal resources and physical facilities required for maximum utilization of currently available staff, the latter alternative should always be chosen. During the Ottumwa Project, the professional staff was never at full complement. However, adequate fiscal and physical resources were available and were effectively employed. The result was substantial strengthening of the manpower services delivered in the area despite persistent staff shortages.

Among the fiscal and physical resources found to be vitally essential to effective area operation was adequate provision for travel and communications needs. Effective area operation required instantaneous service, usually possible only within a city in which an Employment Service office happened to be located throughout the area. Delivery of this type of area service depended heavily upon adequate communication facilities and resources. The effectiveness of interarea job finding and job filling efforts similarly depended upon fast and effective communications, while area direction would be impossible without limited communication with the dispersed operating units.

In the Ottumwa Project, the need for fast, effective interarea communication was met through a leased line telephone system. Though the particular system installed proved to be more sophisticated and consequently more expensive than necessary, substantial savings over the cost of regular long distance service were still effected. The system cost $411 a month. However, an average of 1,300 calls a month were carried by the system during the period of full project operation. Depending upon the length of the calls, regular long distance charges for this volume of activity would have cost from $650 to $700 a month according to telephone company estimates.

In much the same way, the ability to provide effective service in the outlying counties depended not only upon having sufficient travel funds to permit the regular outstationing of professional personnel but also on being able to develop community and employer support in those counties. To provide adequate service to the residents of those areas, the job outlets available through indigenous employers had to be developed. The personal contact work necessary to develop this community and employer support required not only staff time but it also required travel money.

Finally, the Ottumwa experience indicates that, properly utilized, a small advertising budget can make a tremendous contribution to effective operations. In the Project, television was found to be the most effective means for disseminating information to the public in general and to the disadvantaged in particular.

The reason for this is not hard to find. A recent State University of Iowa study shows that while nearly 53 per cent of the households in the Ottumwa area do not subscribe to a daily newspaper, only 2 per cent do not have television sets. Maximum exploitation of available public service television time, however, did not exhaust the potential offered by this medium since, unfortunately, public service time slots tend to be reserved to those portions of the day when the viewing public is very small. The ventures into prime time television represented by the "Jobs-A-Go-Go" series produced spectacular results. The cost of these four programs together was less than $800 yet more than 500 individuals contacted the Employment Service in direct response to these programs. The opportunity to exploit prime time, commercial television offered by a modest advertising budget had strengthened the ability of the Employment Service to reach out to and to attract individuals in need of service to a degree totally out of proportion to the small costs involved.

Area Structure

The Ottumwa experience strongly suggests that effective area organization requires that the entire area operation become a single administrative unit. In the Ottumwa Project, satellite offices retained their identities. Their staff, with few exceptions was left intact, managers remained in each of the offices and separate statistical reports were prepared by each office. Most of the problems encountered by the Project can be attributed to this failure to completely integrate all Employment Service facilities into a single administrative unit. The introduction of area management--absolutely necessary for the singleness of purpose and the uniformity of service required by area organization--on top of regular local office management led to a surfeit of management in the first place, and to endless and needless confusion over lines of authority and the roles of the various layers of management in the second. Beyond this, the irrevocable commitment of staff resources to particular satellite facilities restricted staff flexibility needlessly while the retention of independent reporting tended both to discourage development of effective, areawide activities and to perpetuate satellite office efforts to protect their spheres of influence.

On the other hand, the integration of the satellite offices and the area office into a single administrative unit would have offered distinct advantages. Statistical reporting could have been centralized allowing additional satellite office staff time for productive activity. A single Field Services Unit manager could have adequately supervised satellite office activities. Time-consuming confusion over lines of authority and the prerogatives of the various levels of management would have been avoided and three additional positions would have been freed for more productive assignment. Finally, the parochialism of the various staffs could have been discouraged more easily. The Field Services Unit could also have acquired that unity of purpose which animated the other operational units and which contributed so substantially to their effectiveness.

Area Operations

Effective area operation, in the Ottumwa experience, involved the centralization of some Employment Service functions and the decentralization of others. Generally speaking, intensive services--services requiring a high degree of competence and technical skill--were centralized in the area office while "extensive" services--services involving extensive immediate personal contact--were decentralized into the satellite offices and outstation centers. As a consequence, intake, local placement and employer relations activities were decentralized, while counseling, MDTA selection and referral activity and area placement and job development were centralized.

The centralized and decentralized services together, however, formed a continuous service system. The distinction between "centralized" and "decentralized" services was purely administrative and applicants frequently benefited from both without being aware of the difference. Since area office and satellite office or outstation personnel might well be providing simultaneous service to the same applicant effective communication was required so personnel in each location had immediate access to applicant information. As a consequence, the central applicant file performed an essential function in the overall service delivery system.

More important, however, was the role the central applicant and employer order files played in the area and interarea job development and placement program. Here, the central applicant files proved to be a valuable and effective asset when the effort to promote positive recruitment activity by out-of-the-area employers was made. Likewise, the central applicant and employer order files formed a central repository of area-wide job opening and available applicant information. A single telephone call established whether or not a suitable opening for an applicant was available in the area or whether or not the type of applicant sought by an employer was immediately available. As the essence of successful interarea job development, placement and employer job order filling was found to be the speed with which effective action could be taken, the contribution made by the central applicant and employer order files to successful operations was substantial.

Unit organization made a similar contribution to effective area operations. Concentration of related functions and activities into operational units amplified the impact of the individual programs and activities by encouraging the development of operational linkages; administrative concentration tended to result in service concentration. Beyond this, however, the specialized resource depth achieved through unit organization facilitated development of effective working relationships with other manpower-oriented agencies.

To illustrate, the concentration of employability development services in the Employability Unit led to the participation of Division of Vocational Rehabilitation counselors, Iowa Comprehensive Alcoholic Program counselors, Department of Social Welfare representatives and Community Action Agency personnel in Employability Development Unit staffing sessions. Similarly, successful outstationing experience by the Field Services Unit led to the regular detailing of personnel from other agencies to the outstation centers, with the result that county multi-purpose manpower centers evolved. Consequently, in addition to providing the means for increasing the impact of the services delivered by the Employment Service, the unit approach to service delivery contributed substantially to the ability of the Employment Service to effectively tap resources available through other agencies.

Area Staffing

During the Project, budgeted staff in the area was augmented by 15 professional positions. However, during the operation of the Project at least half of these positions were consistently vacant and only three were filled continuously throughout the Project period. Beyond this, the need for many of the filled positions resulted directly from the inefficiencies introduced through superimposing the Project over the regular organization. Had the regular organization and the staff resources this organization represented been meaningfully incorporated into Project organization and operation from the beginning, the substantial augmentation of professional staff would not even have had to be budgeted. To provide adequate service in the Ottumwa area, Project experience indicates a minimum professional staff of 23 and a clerical staff of 3 organized into 3 operational units would be required.

UNIT AREAS OF RESPONSIBILITY

FIELD SERVICES UNIT	EMPLOYABILITY DEVELOPMENT UNIT	COMMUNITY SERVICES UNIT

Outreach
Intake
Employer Relations, Ag & Non-Ag
Local Job Development, Ag & Non-Ag
Local Placement, Ag & Non-Ag
Industrial Relations Activities
Individual Manpower Need Identification
Testing
Community Manpower Need Identification
 	
Area Placement Sub-unit
 	
Intensive Job Development
  Intra-area
  Interarea
Intensive Placement
  Intra-area
  Interarea
Recruitment
  Intra-area
  Interarea
	Counseling, in office
	Counseling, Program
	MDTA Selection & Referral
	MDTA Training Needs Identification
	Job Corps Screening & Recruitment
	HRD Intensive Service
		Labor Market Information
		  Collection
		  Interpretation
		  Dissemination
		Statistical Reporting
		Public Information
		Interagency Relations
		  Program Development
		  CAMPS
		Industrial Development Activity
		Co-operative High School Program
		Summer Youth Employment Programs

To comment briefly on the differences between this organizational pattern and the organizational pattern evolved during the Project, inter-area and intra-area job development and placement responsibilities have been placed in the Field Services Unit. The independent identity of the intensive placement sub-unit, however, has been preserved. To be effective, intensive intra-area or interarea job development and placement activity had to be pursued as a first line duty. This was clearly demonstrated by the difference between the first and the second year Project experience. Clearly placed responsibility for these activities is, therefore, necessary. Secondly, no separate provision has been made in this organizational pattern for Farm Labor Service activity. The Ottumwa experience was entirely concerned with the development of an effective Rural Manpower Services program--with the delivery of relevant manpower services in forms and at locations accessible to residents of rural areas. Under these circumstances, Farm Labor Service activities were integrated into the total service delivery system, with the result that outstation center and satellite office personnel satisfactorily discharged Farm Labor Service responsibilities. With the geographical area of responsibility reduced to a single county, adequate time was available to develop volunteer farm representatives and to contact individual farmers. In addition, one of the major responsibilities of the community relations specialist was to establish and to cultivate contacts with farm-oriented agencies and organizations to conserve Employment Service resources by enlisting cooperation and assistance in reaching out to farm applicants and to farm employers. Consequently, the need to devote substantial Employment Service resources to individual agricultural contacts was reduced.

Staff assignments, by position title, the duties of each position, the number of such positions in the area, and the units to which these positions would be assigned, are shown in the following illustration.

THE AREA STAFFING PATTERN

POSITION	DUTIES	NUMBER	UNIT
Area Manager	Direct area operations, maintain top level community & employer contacts	1	
Field Services Unit	Direct & supervise the activities of the Satellite Offices & Outstation Centers	1	Field Services (Central Office)
Labor Market Economist	Compile & interpret statistics & labor market information	1	Community Services
Community Relations Specialist	Public & Community Relations activities-disseminate information	1	Community Services
Statistical Clerk	Record & compile statistics	1	Community Services
Outstation Interviewer	Intake, local placement, Job Development, employer relations--outreach	2	Field Services (Central Office)
Satellite Office Interviewer	Intake, local placement, Job Development, employer relations, outreach	9	Field Services 3-Central Office 2-each Satellite Office
Industrial Services Specialist	Occupational Analysis Industrial Relations	1	Field Services (Central Office)
Area Placement Specialist	Intra & interarea job development, placement & recruitment	1	Field Services (Central Office)
Intensive Placement Specialist	Intensive inter & intra-area job development in behalf of difficult to place applicants & applicant groups	1	Field Services (Area Placement Sub-Unit)
Counselors	Program & in office counseling, Intensive Employability Development Services	3	Employability Development
Job Corps Recruiter	Recruit & screen applicants for Job Corps	1	Employability Development
MDTA Selection Officer	Screen & refer to MDTA	1	Employability Development
Test Administrator	Administer E.S. Tests	1	Field Services (Central Office)
Stenographer	Reception & General Clerical	1	Field Services (Central Office)

[illegible] 16

As this staffing pattern implies, efficient operation at this total staff resource level requires the centralization of statistical reporting activities and the elimination of satellite office management positions--in short, the literal creation of a single administrative unit within the area. Available staff resources are too limited to permit duplication of nonproductive functions and activities. By the same token, full realization of the potential of each staff position is similarly required. This staffing pattern is predicated upon the continued operation of three satellite offices and eight outstations. Changing circumstances might eventually make desirable the merging of some outstation centers, the strengthening of a particular satellite office in relation to the others or the opening of additional outstation centers. Consequently, the distribution of Field Services Unit staff must be regarded as tentative. Current circumstances dictate this type of assignment, but changing circumstances could equally well require completely different distribution.

Of equal importance, staff specialists have to be utilized correctly. Program assignment of at least part of the counseling resources is necessary if the potential offered by these resources is to be realized. Likewise, the industrial services specialist cannot be used as a swing interviewer and the intensive placement specialist must work with management and the community relations specialist in program job development. The Field Services Unit interviewers can perform the routine activities involved in carrying out a program once it has been developed. In short, while the specialists must be working specialists, they must work in their areas of specialization.

Finally, several highly desirable, though not absolute essential, positions have been left out. Chief among these would be a trained public information officer in the Community Services Unit; the duties of this position have been divided between the community relations specialist and the area manager. Similarly, an employer relations specialist with areawide responsibilities would also be a valuable addition to the Field Services Unit. Responsibility for maintaining contact with top management personnel, now shared by the community relations specialist, the field services manager and the area manager, would be concentrated into a single position and could be pursued in a coordinated fashion.

Responsibility for day-to-day, working level contacts with employers would not be changed by the presence of an area employer relations specialist. While coordination of activities of the employer relations specialist would be required, these day-to-day contacts would be made by satellite office and outstation center personnel in any case.

Finally, an additional test administrator in the Field Services Unit would be desirable. Testing activity cannot be completely centralized. As a consequence, lack of an additional, traveling test administrator makes it necessary for satellite office and outstation center personnel to occasionally perform this function. Though the testing work load in the Ottumwa area is not sufficiently heavy to make test administration a burden, the detailing of professional staff to test administration is an inconvenience that it would be desirable to avoid.

Closing Observation

The Ottumwa experience indicated that area organization can substantially strengthen the ability of the Employment Service to deliver effective rural manpower services. Adoption of area organization, however, means change and change is often uncomfortable and frequently downright painful.

Yet area organization can meet the challenge in rural America--the challenge to provide more sophisticated services to more people more economically. The United States Employment Service and the affiliated state agencies, can, therefore, ill-afford to allow the feeling of insecurity and the lack of comfort engendered by change to stand in the way of fundamental reorganization of the rural Employment Service delivery system.

The challenge in rural America must be met.

APPENDIX A

DEVELOPING A LABOR MARKET INFORMATION PROGRAM FOR A RURAL FUNCTIONAL ECONOMIC AREA

BUILDING A COMPLETE MANPOWER INFORMATION SYSTEM

A comprehensive manpower service system must draw on many sources of information. It must have specific, detailed knowledge of its own operations. It must know the people it is attempting to serve, the employers in its area and the social and economic environment in which the labor market is situated. The direct, individual knowledge of applicants, employers and the community must be supplemented by composite data to show overall conditions.

The regular monthly reports (ES 209, 212, etc.) tell only part of the story. They record total volumes of activity and traffic--data useful for measuring production and work load as well as for providing some idea of labor demand and supply. But these reports are woefully inadequate for depicting services to applicants. Duplication and loose accounting renders these records of applicant flow an unreliable measure of labor supply, while general failings in standardization and reporting make job opening as well as applicant data a questionable basis for an analysis of labor market conditions.

To fill these gaps, the Project developed a completely new approach to the collection and tabulation of E.S. operating data as well as an expanded and refined employment/unemployment estimating program for rural areas. The methodology employed in the collection and tabulation of E.S. operating data in the Project is adaptable to regular, non-experimental Employment Service operations.

Essentially, this new methodology is based on two main features:

1. Relating services performed and results achieved directly with the applicant--instead of separate totals for numbers of applications, numbers of referrals, numbers of placements, etc.

2. A complete accounting of all in and out applicant (ES 511) flow so that, within any given time period, the number of new applications plus reactivations and transfers from separate active files will be equal to the inactivations plus remaining active file.

The means for achieving these objectives are flexible.

Master files of applications and orders were located at the Project office to assist in the several centralized services conducted there. Even without the extra machinery required for maintaining these files, however, a simplified record system could be set up either for a one-office or multi-office operation. The exact details of how a master-file or centralized statistical pick-up system would work will depend on the nature and objectives of a particular service plan. The simplest version would be based entirely on closed applications. Data could be picked up from these source records at either the local office or area level. While much of the information acquired in this manner would be old, it would still provide a clearer picture of what is actually happening for the applicant than the more current but unrelated statistics provided by standard procedures.

Some modifications of established record keeping procedures may be necessary to provide more useful current data on intake. A record of reactivations, especially, is needed. It could probably be designed around a new form to be inserted in the primary application to update applicant information every time reactivation occurred.

The Project maintained several centralized records of its operations:

1. Application (ES 511)
   Duplicate copies of all primary active and inactive applications.

2. Job Orders (ES 514)
   Original copies of all orders.

3. EDP data sheets
   Specified information obtained from the application or directly from the applicant were recorded on forms designed for key punching.

   These data sheets were the basis for two sets of records: 4 and 5 below.

4. Manual Tabulations

5. E.D.P. Tabulations and Manual Summaries

6. E.S. Monthly Reports

7. Composite Tabulations of Data from E.S. Monthly Reports

All of these sources plus employment and unemployment estimates and social-economic data collected from external sources were utilized in the development of the Labor Market Information program.

The Ottumwa Project found the B. E. S. unemployment estimating procedures could serve very well as the other part of the foundation for a comprehensive labor market information program covering its entire 12-county area. Although the full scope of such a program could not be developed because of more urgent needs for operating data, several stages were implemented or explored. An abbreviated description of the major problems encountered and results achieved are listed below.

1. ADVANTAGE OVER ALTERNATIVE EMPLOYMENT SURVEY METHODS

Some form of household survey would provide the most accurate, complete data. It would give the Employment Service and the public much needed information about characteristics and location of the employed, unemployed and labor reserve. The costs, however, even for a sampling instead of a complete census-type survey, seemed prohibitive. This limitation would be greatly magnified if surveys were to be taken more than once each year. The results might be incompatible with current state estimates based on establishment data, or B. L. S. --Census Bureau Standards for the current Population Survey.

The Employment Security system was chosen because it avoids the above problems. Estimates could be prepared frequently at a minimum addition to fixed costs. Initial work with the various counties indicated there were significant differences between them. To measure labor market differences, as well as to allow for lack of Project resources needed to establish benchmarks immediately for all nine counties lacking current work force summaries, it was decided to prepare separate estimates for each county rather than the entire Project area.

2. ESTABLISHING BENCHWORK

The implementation of this type of estimate depended on the ability of the ISES Research and Statistics Department to provide certain component data both for benchmarks and periodic estimates. Some concessions in completeness and accuracy had to be made to adjust work load requirements to a level that could be handled by R & S and the Project.

The following employment data was obtained:

A. U.I. covered employers

  a. Data is available from state unemployment insurance records (ES 202) for most firms with facilities located entirely within the survey county. (Sometimes, however, U.I. records erroneously include employment in several counties. It was necessary to review the 202 data to assure that it conformed as well as possible to county boundaries.)

B. Other Employers

  a. Complete list of all nonagricultural firms within each county developed from local office records, telephone books, IPERS (state retirement plan), U.I. covered employer lists, B.E.S. records, etc.

  b. Conducted special surveys to find employment in other firms, especially railroads, government agencies and nonprofit establishments not covered by U.I.

  c. Covered employers with employment in more than one county (not included in data from R & S) identified and added to covered employment list. Covered employers cannot be detected by number of employees alone.

d. Remaining employment may be determined by one or a combination of both of the following:

   (1) By survey (mail, telephone, door-to-door) even if not taken at the same time as other benchmark records.

   (2) Use of small firm data (presumed non-covered) from BOAST records.

   Disadvantages

   (a) This source is outdated (used March 1962) for these benchmarks.

   (b) Industrial classifications may not be similar.

   (c) No way to tell whether covered employers are included. Employers may have four or more employees in some report periods and still not be covered under Iowa Law.

e. Agricultural employment estimated by R & S statewide trend adjusted to county level according to U.S. Census data.

3. EMPLOYER CONTACT

Several types of letters soliciting employer cooperation were tested. Mail surveys to establish benchmarks were attempted in three counties (Jefferson, Mahaska and Keokuk) consisting of an original and one follow-up letter. None of these surveys had anywhere near a complete yield. They were finished by telephone or personal visit. Benchmarks for Lucas and Wayne Counties were based on door-to-door census conducted by personnel from the Project and the Centerville office manager as part of industrial services or employer relations program. These produced the most satisfactory results except that there were some problems in obtaining the exact type of data needed (that is, primarily, nonagricultural, wage and salary, full-time or part-time employees working only in the county designated).

Periodic surveys of a representative sample of employers were made monthly with 652 and 1, 219 forms for Jefferson and Mahaska Counties by the Fairfield and Oskaloosa offices. Surveys of Keokuk, Wayne and Lucas Counties were made bi-monthly directly from the Project. The most effective questionnaire for these direct surveys was the "shuttle" type. Blanks for recent survey weeks were added to returned questionnaires and sent back to employers shortly after the end of the two month period.

RESPONSE TO APRIL-MAY SURVEY

	Total No. Firms Surveyed	Replies	%
Lucas County	61	50	82
Wayne County	46	38	83
Keokuk County	56	51	91

4. ESTIMATING TECHNIQUES

Some adjustments had to be made to the Employment Service estimating procedure for small areas to adjust to limitations in data and time available to both the Project and the state R & S Department. For example, the U.I. claims data used may have omitted some residents of Project counties who filed claims outside this area. Basically, however, the estimating procedure was observed quite closely. The weakest areas were agricultural employment, entrants and re-entrants including some measure of persons leaving and returning to the military. The major market firms listed by the four local offices should have been reviewed more carefully with more additions made in industrial groups not adequately represented in the 652--1219 samplings.

5. UTILIZATIION OF ACCUMULATED LABOR MARKET INFORMATION

A. Direct Mail Newsletters

Several styles of newsletters were devised. In general, the intention was to provide as informative and easily understood communication as possible. Variety in format was considered desirable and the occasional use of graphs was considered useful in presentation.

The Project information officer contributed to the development of some of these newsletters. He planned a special letterhead to help distinguish this area report from the separate mailings sent from the Ottumwa and Centerville offices. This letterhead, however, was not completed in time for use.

Selected data from Employment Service records were often included in these newsletters to represent labor demand and supply developments.

When estimates for eight counties became available, a composite total was featured facilitating comparisons between each county. This information was thought to be especially valuable, along with areawide applicant, job order data and state and national unemployment estimates, to help attract local attention to a community's employment circumstances.

Approximately 400 copies of these "Area Employment Developments" newsletters were distributed each month, and additional copies were made available to the local offices and outstations. Most of the mailings were to cooperating employers and community organizations in Mahaska, Jefferson, Wayne, Lucas, and Keokuk counties.

B. News Releases

Several of the newspapers in the area, and the one T.V. station utilized the "Area Employment Developments." Special releases were prepared for Jefferson and Mahaska Counties to report estimates prepared for months when the "Developments" were not issued.

C. Basis for Additional Studies

The information acquired in the preparation of unemployment estimates may be profitably used as the basis for several other studies. In fact, other groupings of the work force besides the usual industrial categories offer much more potential for useful application.

Labor market developments should be measured in terms of characteristics identified more directly with the people who make up a work force. The people and the agencies serving them will then be better able to relate overall conditions to their own special circumstances. For example, a report on the number of machine tool operators employed in the local area compared with last month, and the percentage increase in unemployed aged 45 or over would have special significance to persons in this occupational age bracket. Placement, training, public assistance and other programs could be more precisely directed.

The records developed in the preparation of benchmarks provide an excellent basis for additional studies. A beginning was made by the Project in exploring ways and means for utilizing it to acquire more detailed information about the work force. With several refinements to the survey methods involving a minimum of extra work, these new objectives could be incorporated as part of the unemployment estimating program.

One approach to the development of a more productive data collection system would be the division of benchmark studies into industrial segments. Instead of revising benchmarks on a countywide basis--one county at a time for each one in the area--the division could be made according to industrial designation. Such a procedure, of course, has its limitations. It would require a pretty accurate list of all firms in the multi-county area. A continuous and complete labor market study system, however, would need such listing or could produce it as a by-product of its regular work. However, the firms in similar industries could be more readily studied and related to E.S. operational data for such things as occupational composition, training needs, etc. For each industrial group, surveys could be completed, benchmark sections adjusted, and special labor market reports prepared before going on to the next groups. Benchmarks with this method for each county would be undergoing continuing review--industry groups by industry group.

A questionnaire and tabulation form were developed to initiate this procedure for the eight counties in the Project's survey area. A survey of industries 50 and 59 was undertaken but not completed because of the termination of the Project's unemployment estimating program in May, 1968.

The response to this mail survey was not, as expected, complete. It was designed only to reduce the work load. The follow-up by telephone or in person, however, is almost a necessity. In fact, some of the respondents should also be visited to assure complete presentation. The results of this more intense study will help surveyor and cooperating Employment Service staff gain a new perspective of the jobs in their area. This knowledge can be conveyed to the public through a variety of informative materials: lists and descriptions of demand occupations, articles on particular local industries and their manpower needs, explanations of demand and supply conditions reflected in employment and unemployment estimates and Employment Service records, etc. It will be possible to depict, in fairly accurate terms, the number of openings for particular occupations, special local requirements and conditions, probable future needs and trends, the significance of industry groups to an area, and their distribution throughout a multi-county area.

An overall view of labor market conditions is vital. Every job seeker, employer and Employment Service employee knows something about the local job market, but to what extent does his observations reflect the total picture. An objective, comprehensive study of the labor market, including information derived from E.S. operating data, is needed for use by the Employment Service as well as the general public. Project experience indicates data collected for unemployment estimates can be more meaningfully related to E.S. operating data and more effectively exploited to provide more significant information.

APPENDIX B

SAMPLES OF MANPOWER INFORMATION PUBLICATIONS

IOWA

EMPLOYMENT SECURITY COMMISSION

● IOWA STATE EMPLOYMENT SERVICE
UNEMPLOYMENT INSURANCE SERVICE

COMMISSIONERS
CECIL A. REED, CHAIRMAN
J. W. JANSSEN
GEORGE A. LUNDBERG

HAROLD E. HUGHES, GOVERNOR

South Iowa Manpower Center
Twelve-County Area Employment Service Office
P.O. Box 535
Ottumwa, Iowa 52501

Good Morning,

Like most concerned citizens who have frequent contact with folks looking for work, you are undoubtedly interested in information about job opportunities available in south central Iowa. As a start toward closing this information gap, a copy of the first edition of the Area XV Job Opportunity Bulletin is enclosed. This bulletin lists current job openings for which area employers are actively seeking workers right now. For further information about these job openings, please contact the Iowa State Employment Service Area Office at the South Iowa Manpower Center in Ottumwa or your closest local Iowa State Employment Service Office.

The South Iowa Manpower Center is located at 116 1/2 South Market Street in Ottumwa. The telephone number is 682-8386. Iowa State Employment Service offices are located in Centerville, Fairfield, Oskaloosa, and Ottumwa. In addition, Employment Service staff may be contacted at the following locations on the days given:

Albia	Chamber of Commerce Office	Tuesdays
Bloomfield	Davis County Community Center	Tuesdays
Chariton	Lucas County Community Center	Wednesdays
Corydon	Wayne County Community Center	Mondays
Keosauqua	Van Buren County Community Center	Thursdays
Knoxville	City Council Chamber	Wednesdays
Sigourney	Basement of the Post Office	Thursdays
Washington	Washington County Head Start Center	Mondays & Thursdays

Future editions of the Area XV Job Opportunity Bulletin will be issued on the second and fourth Mondays of each month. If you would like to receive additional copies of the bulletin, please let me know.

Very truly yours,

WmHood

William M. Hood
Area Manager

WMH:ss

AREA XV JOB OPPORTUNITY BULLETIN

Occ. Code	Job Title	Special Job Information	Open	Pay	Experience & Education	Counties
029.281	Laboratory Tester I	Tests metals	2	---	H.S., will train	Washington
045.108	Counselor II	Vocational Counseling	1	$650/mo. start	Master's degree, Voc. Guid. or 30 grad. hrs.	Wapello
078.381	Medical Lab. Asst.	Responsible for chemical tests & interpreting results.	1	Open $500/mo. minimum	ASCP or ANT reg., 1 year experience	Appanoose
160.188	Accountant	Audit books, prepare profit & loss statements, etc.	1	$400/mo. Up-DOQ	College grad. or have completed business course. Experience pref.	Wapello
160.188	Cost Accountant	Maintains cost data of plant operations.	1	$6000-7200/yr.	College grad., experience preferred	Monroe
166.118	Manager, Personnel	Plans & carries out policies relating to personnel activities.	1	$5000/yr. up DOQ	College graduate, will train	Appanoose
186.288	Loan Officer	Will be trained in all phases of bank operation.	1	---	Prefer some college, will train	Appanoose
187.118	Recreation Supervisor	Develop recreational program. Works with schools, also children & adults	1	$7000 minimum	College grad. preferred. P.E. major or exp. in recreation activities.	Marion
201.368	Secretary	Take dictation, compose letters, filing and other clerical duties.	2	$3200/yr. $355/mo.	H.S. grad., shorthand, typing, exp. desirable	Jefferson
209.368	Clerk, General	Make invoices, files.	1	$1.50/hr. min. DOQ	H.S. grad., will train	Marion
209.388	Clerk-Typist	Fill orders, use dictaphone, type. Learn to operate off-set press.	1	$50/wk. inexp.	H.S. grad., will train	Wapello

August 12, 1968

AREA XV JOB OPPORTUNITY BULLETIN

Occ. Code	Job Title	Special Job Information	Open	Pay	Experience & Education	Counties
209.588	Clerk, general	Routine clerical duties & assists teachers with young students.	1	$200/mo.	H.S., capable of following instructions	Keokuk
210.388	Bookkeeper	Complete bookkeeping.	2	$60/wk. min. TBD	H.S. grad., experience preferred	Jefferson Marion
219.388	Clerk, Gen'l. Office	Receive & type orders & forms.	1	$300/mo. start	H.S. grad., experience preferred	Wapello
223.387	Stock Clerk	Receive, check & store incoming items, take inventory.	1	$1.60/hr.	H.S. grad. or equivalent, experience preferred, will train	Appanoose
249.268	Survey Worker	Compile information from low income families, about income, educational level, etc.	2	$277/mo. + 10¢ mile	Will train, must have car & Ia. driver's license	Davis
250.358	Salesman, Ins.	Sell insurance on lead system.	1	---	H.S. grad. & insurance sales, exp. pref. but will train	Mahaska
258.358	Salesman, Adv.	Sells advertising to business firms in local & surrounding area.	1	$50/wk + comm.	H.S. grad., sales exp.	Mahaska
262.358	Salesman, Grain & Feeds	Direct farm sales & service.	1	Conf.	Prefer farm or sales background	Marion
266.258	Salesman, Chem. & Drugs	Will be assigned an established route.	1	$1.75/hr. start	H.S. grad., will train	Wapello
266.358	Salesperson, Cosmetics	Sell & demonstrate cosmetics. May also sell some drugs.	1	$40/wk. + bonus	Retail exp. preferred, will train	Wayne
277.358	Salesman, Farm & Garden Supplies	Sells fertilizer, chemicals, etc. to farmers.	1	$6500/yr. start	H.S. grad., recent sales exp. & farm background	Keokuk

August 12, 1968

AREA XV JOB OPPORTUNITY BULLETIN

Occ. Code	Job Title	Special Job Information	Open	Pay	Experience & Education	Counties
278.358	Salesman, Household	Sells large household appliances.	1	7% Comm.	H.S. equiv., will train	Appanoose
278.358	Salesman, Household (appliance)	Sells large & small appliances.	1	$350-400/ mo.+Comm.	H.S. grad., experience preferred, will train	Wapello
289.358	Salesman, General	Sells tires & auto accessories.	1	$1.60/hr. + Comm.	H.S. preferred, experience helpful	Lucas
289.458	Salesman, General	Sells various types of merchandise.	4	$1.20/hr. - $550/mo.	H.S. grad. (1 opening requires 2 yrs. college)	Wapello Washington Appanoose
290.468	Groceryman, Journeyman	Responsible for customer relations. Supervise check-out operations.	1	$1.60/hr. up DOQ	H.S. grad., ability to organize	Wapello
292.358	Salesman-Driver	Drive an established route.	2	$140/wk. $300/mo.	H.S. & sales experience preferred	Wapello
299.381	Carpet-Layer	Lays carpet, tile & linoleum in private & commercial establishments.	1	$1.50/hr. DOA	Able to lift. Experience pref., but will train.	Appanoose
302.887	Laundry Woman	Sorts & prepares clothing for automatic washer	1	$1.15/hr	Able to lift. Literate. Will train.	Jefferson
309.878	Companion	Live in with elderly lady. Light housework.	1	---	Lady over 18	Muscatine
311.878	Waitress	Serves food & beverages to patrons.	11	50¢-$1.25/ hr.	Experience preferred, will train, literate.	Appanoose Davis Marion Jefferson
312.878	Bartender	Mix & serve alcoholic beverages, maintain order.	1	$100/mo. DOA	Literate, will train.	Appanoose

August 12, 1968

AREA XV JOB OPPORTUNITY BULLETIN

Occ. Code	Job Title	Special Job Information	Open	Pay	Experience & Education	Counties
313.381	Cook	Prepare meals.	5	$1.00-1.30/hr.	Knowledge of cooking	Monroe Davis Mahaska
314.381	Cook, short order	Prepares short order meals.	2	90¢-$1.10/hr.	Experience preferred, but will train	Davis
315.381	Cook	Prepares meals for nursing home.	2	---	-----	Lucas
318.887	Dishwasher, Machine	Washes dishes by hand and machine.	1	80¢/hr.	-----	Davis
332.271	Cosmetologist	Duties normally performed by cosmetologist.	1	50% Comm.	State license	Monroe
355.878	Nurse-Aide	General care for patients.	8	$1.15-1.30/hr.	Will train	Washington Mahaska Marion Jefferson Van Buren Lucas Wapello
				$1.35-1.47/hr.	Experienced	
372.868	Watchman I	Patrol premises, perform guard duties.	2	$1.70-2.00/hr.	Able to lift. Maturity of judgment	Washington Jefferson
406.887	Nursery Worker	Potting & caring for plants.	1	$1.75/hr.	H.S. preferred	Jefferson
407.884	Grounds Keeper	Maintains grounds of college. Uses power mower.	1	$2.25/hr.	Experienced	Jefferson
421.883	Farm Hand, Gen'l.	General farm work as assigned.	6	$250-340/mo.+Extras	Should have recent farm experience	Van Buren Keokuk Appanoose Washington
509.885	Scrap Handler	Tends baling machine for metal.	1	TBD	Able to lift	Jefferson

August 12, 1968

AREA XV JOB OPPORTUNITY BULLETIN

Occ. Code	Job Title	Special Job Information	Open	Pay	Experience & Education	Counties
512.782	Furnace Operator, Helper	Trainee for duties of arc furnace.	2	Conf.	-----	Washington
512.782	Furnace Operator	Controls electric arc furnace.	2	Conf.	Able to lift.	Washington
518.782	Machine Molder, Squeeze	Operates molding machines.	1	$2.50/hr.+ incentive	Experienced	Davis
519.887	Foundry Worker General	General foundry work as directed.	2	$1.80-2.23/hr.	Literate, will train	Davis Mahaska
600.280	Machinist	Uses drill press, lathe & other shop tools	1	$1.82-3.36 DOQ	Experience helpful, will train	Henry
609.130	Machine Shop Foreman, Production	Co-ordinates activities of workers.	1	Open	Must have machine-shop background & supervisory experience	Washington
609.884	Laborer, General	Various duties in machine shop.	2	$1.60/hr.	Dependable	Appanoose
619.885	Machine Operator II	Train as machine operator and assemblers.	3	$1.75-1.90/hr.	Will train, mechanical aptitude	Mahaska
620.281	Auto Mechanic	Do complete engine & transmission work on foreign & domestic cars.	1	$2.25/hr.	Prefer experience but will train	Wapello
638.281	Maintenance Mechanic II	Heavy equipment installation & repair	1	Conf.	Previous industry maint. Own hand tools	Washington
706.887	Assembler, Production	General assembly line work.	4	$1.75-1.98/hr.	Literate, will train	Mahaska Marion
720.281	T.V. Service & Repairman	Repairs & adjusts radios and T.V.s.	1	Labor + % of parts	Experience or vocational training	Monroe

August 12, 1968

AREA XV JOB OPPORTUNITY BULLETIN

Occ. Code	Job Title	Special Job Information	Open	Pay	Experience & Education	Counties
781.884	Cutter Machine I	Cuts garmets with machine.	1	$1.50/hr.	H.S. or equivalent, will train	Lucas
787.782	Sewing Machine Operator	Operates commercial sewing machine.	4	$1.40-1.60/hr.	Literate, will train	Lucas Mahaska
806.381	New car get ready man	Services & adjusts new automobiles.	1	$70/wk.	Will train	Appanoose
807.381	Auto-body Repairman	Complete body & fender work.	1	DOQ	Training or experience in auto-body work	Keokuk
810.884	Welder, Arc	Welding, may do some repair.	3	$1.85-2.00 DOQ	Experienced	Mahaska
819.887	Welder, Helper	Helps welders as needed.	1	$1.50/hr.	Dependable	Davis
827.281	Electrical Appliance Serviceman	Will repair refrigerators, washers, and dryers	1	TBA-DOQ	Prefer experience	Wapello
828.281	Electronic, tech numerical control systems maint.	Will repair electronic numerical controls of machine tools.	2	Open	Voc. 2 yr. electronics course or better. Experience preferred	Washington
862.884	Plumber, Helper	Assists plumbers in installations.	2	$1.60/hr.	Prefers plumbing background. Will train	Keokuk Davis
869.884	Construction Worker I	General labor as assigned in construction of sewer line.	2	$2.25/hr.	Experience preferred, will train	Lucas
905.883	Truck Driver, Heavy	Drive heavy truck delivering products.	2	$1.60/hr. $100/wk.	H.S. preferred, experienced	Keokuk Jefferson

August 12, 1968

area employment developments

SOUTHEAST IOWA
JANUARY - FEBRUARY 1968

UNEMPLOYMENT RATE JUMPS TO 4.6 PER CENT

The seasonal upturn in unemployment for this eight county, Southeast Iowa area amounted to an estimated 790 more jobless than in December. Nonagricultural wage and salary employment increased, particularly in the manufacturing sector, due primarily to settlement of labor-management disputes that idled over 1, 240 during the previous month. The overall drop in the area's work force, shown on the attached table, can be attributed primarily to withdrawal from the labor market of seasonal workers in agriculture and retail trade.

The Fairfield area retained its exceptionally low unemployment rate, while Centerville and Albia experienced sharp increases from the four per cent levels of December.

CLERICAL, PROFESSIONAL JOB SEEKERS MORE PLENTIFUL

The supply of applicants on file at State Employment Service offices in this Southeast Iowa area showed little overall change, despite the receipt of about 850 applications for full time work at our 12 offices and outstations. The occupational composition of the active applicant file at the end of February showed some significant differences from comparable totals a month earlier. Most noticeable was the net gain of 42 applicants classed as secretaries, stenographers, typists, bookkeepers and general office clerks. This increase helped boost the total number of clerical job seekers 13 per cent. The 34 per cent gain in professional, technical, and managerial occupations developed from numerous small increases in such occupations as: engineer, surveyor, dental assistant, welfare worker, etc.

Strike settlements, layoffs and rehiring by several of the area manufactures shuffled the number of applicants with machine trades and benchwork occupations. Although the totals for these occupations remained almost unchanged during February, there was an influx of about 190 persons in these two categories -- most noticeably metal machining workers, mechanics, electrical and electronic assemblers and sewing machine operators.

The number of welders declined from 51 to 39, while the supply of construction laborers increased from 86 to 100. The numbers of job seekers in most other structural occupations changed very little.

LABOR MARKET INFORMATION

More detailed summaries of employment in the eight labor market areas reported on the attached table may be obtained without charge from any of the State Employment Service offices at Ottumwa, Centerville, Oskaloosa, or Fairfield, or outstations in Albia, Bloomfield, Chariton, Corydon, Keosauqua, Knoxville, Sigourney, and Washington.

Release Date: March 5, 1968

Iowa Employment Security Commission
Iowa State Employment Service
12-County Area Office
116 1/2 S. Market Street, Ottumwa, Iowa

Iowa Employment Security Commission

South Iowa Manpower Center
12-County Employment Service Ofc.
P.O. Box 535, Ottumwa, Iowa

EIGHT COUNTY WORK FORCE SUMMARY

JANUARY 1968

Labor Market Area 1/	Work Force (civilian)	Number Unemployed	Per Cent Unemployed	Nonfarm Employment 2/	Manufacturing Employment 2/
Albia	2,620	210	8.1	1,350	160
Centerville	5,790	490	8.5	3,380	1,070
Chariton	3,550	110	3.2	2,230	350
Corydon	2,870	140	4.9	1,170	240
Fairfield	6,780	110	1.6	4,850	1,810
Oskaloosa	7,770	400	5.1	4,660	1,030
Ottumwa	17,770	730	4.1	14,510	5,840
Sigourney	4,280	190	4.4	2,020	110
TOTAL, January	51,430	2,380	4.6	34,180	10,610
TOTAL, December 5/	52,930	1,590 4/	3.0	34,000 4/	9,840 4/
Net Change	- 1,500	+ 790	---	+ 170	+ 770

AVAILABLE LABOR SUPPLY

Applicants Registered with State Employment Service Offices in 12-County Area 3/

	Feb 29, 1968	Jan 31, 1968	Dec 31, 1967	% change Dec to Feb
TOTAL	2,360	2,336	2,032	+ 16.1
Profess., Tech., & Mgr'l	106	79	88	+ 20.5
Clerical	432	384	359	+ 20.3
Sales	201	195	183	+ 9.8
Service	350	350	287	+ 21.2
Farming - Forestry	56	63	50	+ 12.0
Processing	58	70	48	+ 20.1
Machine Trades	231	231	201	+ 14.9
Bench Work	313	315	278	+ 12.6
Structural Work	319	325	240	+ 32.9
Miscellaneous	294	324	298	- 1.3
Beginning Workers (included in above totals)	(756)	(731)	(644)	(+ 17.4)

1/ Each Labor Market Area includes entire county.
2/ Excluding self-employed and unpaid family workers, domestic and farm workers.
3/ Excluding applications for part-time work.
4/ Not including 1240 persons involved in labor-management disputes.
5/ Revised to most current date available. Chariton and Corydon estimates for November.

area employment developments

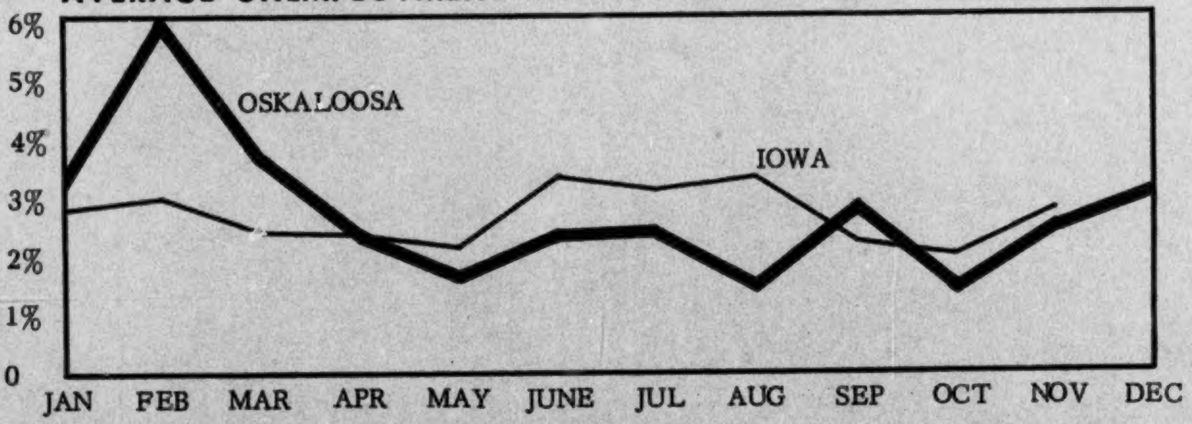
IOWA STATE EMPLOYMENT SERVICE
223 First Avenue East
Oskaloosa, Iowa

1967
Mahaska County
LABOR MARKET REPORT

The Oskaloosa area civilian work force averaged 8,230 during 1967. This total included an estimated monthly average of 210 unemployed, 1,060 self-employed and unpaid family workers and domestics, and 2,210 in agriculture within the county. The remaining 4,750 nonagricultural wage and salaried (except domestics) were distributed among the following industrial groupings:

Manufacturing - Total	1,040
Durable Goods	530
Nondurable Goods	510
Nonmanufacturing - Total	3,710
Construction	260
Transportation	240
Trade	1,300
Finance	180
Service	840
Government	780
Other nonmanufacturing	110

AVERAGE UNEMPLOYMENT RATE OF 2.6 PER CENT DURING 1967*



* Estimated unemployment varied during 1967 from a high of 490 persons (6.1%) in February to an October low of 110 (1.4%).

A comparison of 1966 and 1967 figures for Mahaska County show the 1967 labor demand decreasing in the construction, manufacturing, and trade categories. Workers placed by the Iowa State Employment Service dropped from 1,165 in 1966 to 1,056 in 1967. The drop was mostly due to a decrease of almost 200 employer orders placed with the Employment Service when 1966 and 1967 figures are compared.

NONAGRICULTURAL PLACEMENTS

	1967	%	1966	%
Construction	133	15.2	185	17.1
Manufacturing	139	16.1	240	22.1
Transportation.	33	3.5	50	4.6
Trade	247	28.5	283	26.1
Finance	22	2.5	16	1.5
Service.	109	12.6	110	10.1
Domestic.	153	17.7	166	15.3
Government	30	3.4	34	2.9
Total Nonagricultural Placements. .	866	99.5	1,084	99.7
Job Development Placements.	190		81	
Total Placements	1,056		1,165	

The slowed 1967 demand for workers in the Oskaloosa area is reflected in the increased amount of available labor in Mahaska County. New worker applications at the Employment Service office during 1967 were considerably higher than new applications during 1966. This increased supply of workers in all age groups corresponds with the weakened demand for workers in the Oskaloosa area.

NEW APPLICATIONS

	1967	1966
Total	1,660	1,389
Under 22	766	725
22-44	650	468
45 over	244	196
Female	681	553
Male	979	836
Veterans	255	162
Handicapped	143	147

area employment developments

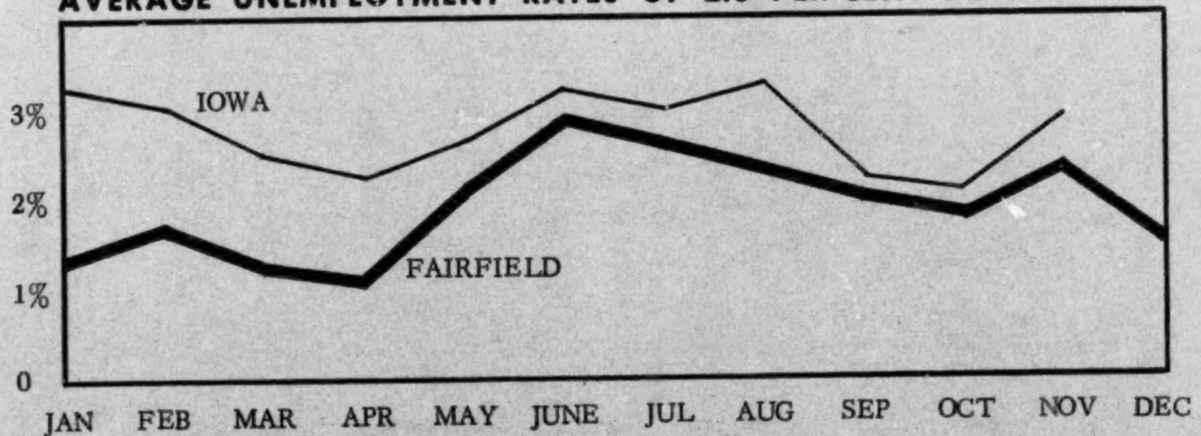
IOWA STATE EMPLOYMENT SERVICE
51 West Washington Street
Fairfield, Iowa

1967
Jefferson County
LABOR MARKET REPORT

The Fairfield area civilian work force averaged 7,460 during 1967. This total included an estimated 150 unemployed, 930 self-employed and unpaid family workers and domestics, and 1,280 in agriculture within the county. The remaining 5,100 nonagricultural wage and salary workers (except domestics) were distributed among the following industrial groupings:

Manufacturing - Total	1,820
Durable Goods	1,270
Nondurable Goods	550
Nonmanufacturing - Total	3,280
Construction	160
Transportation	220
Trade	910
Finance	100
Service	1,030
Government	830
All other nonmanufacturing	30

AVERAGE UNEMPLOYMENT RATES OF 2.0 PER CENT DURING 1967*



* Estimated unemployment varied during 1967 from a high of 220 persons (2.8%) in June to lows of 130 persons (1.7%) in January, March, and April.

A comparison of 1966 and 1967 figures for Jefferson County show the 1967 labor demand decreasing in all areas other than construction. Workers placed by the Iowa State Employment Service dropped from 794 in 1966 to 690 in 1967. Some of the drop is due to a decrease in employer orders placed with the Employment Service when 1966 and 1967 figures are compared.

NONAGRICULTURAL PLACEMENTS

	1966	%	1967	%
Construction	58	8.0	77	12.4
Manufacturing	400	55.2	384	62.2
Transportation	25	3.5	20	3.2
Trade	89	12.3	65	10.5
Finance	9	1.2	0	0.0
Service	76	10.5	39	6.3
Domestic	31	4.3	25	4.1
Government	36	5.0	7	1.1
Total Nonagricultural Placements	724	100.0	617	100.0
Job Development Placements	33		73	
Total Placements	757		690	

The slowed 1967 demand for workers in the Fairfield area is reflected in the increased amount of available labor in Jefferson County. New worker applications at the Employment Service office were 135 higher than in 1966. This increased supply of workers in the younger age groups corresponds with a weakened demand for workers in the Fairfield area.

NEW APPLICATIONS

	1966	1967
Total	1,125	1,260
Under 22	542	668
22-44	438	465
45 over	145	127
Female	445	513
Male	680	747
Handicapped	63	72

Iowa Employment Security Commission

FAIRFIELD IOWA WORK FORCE SUMMARY 1/

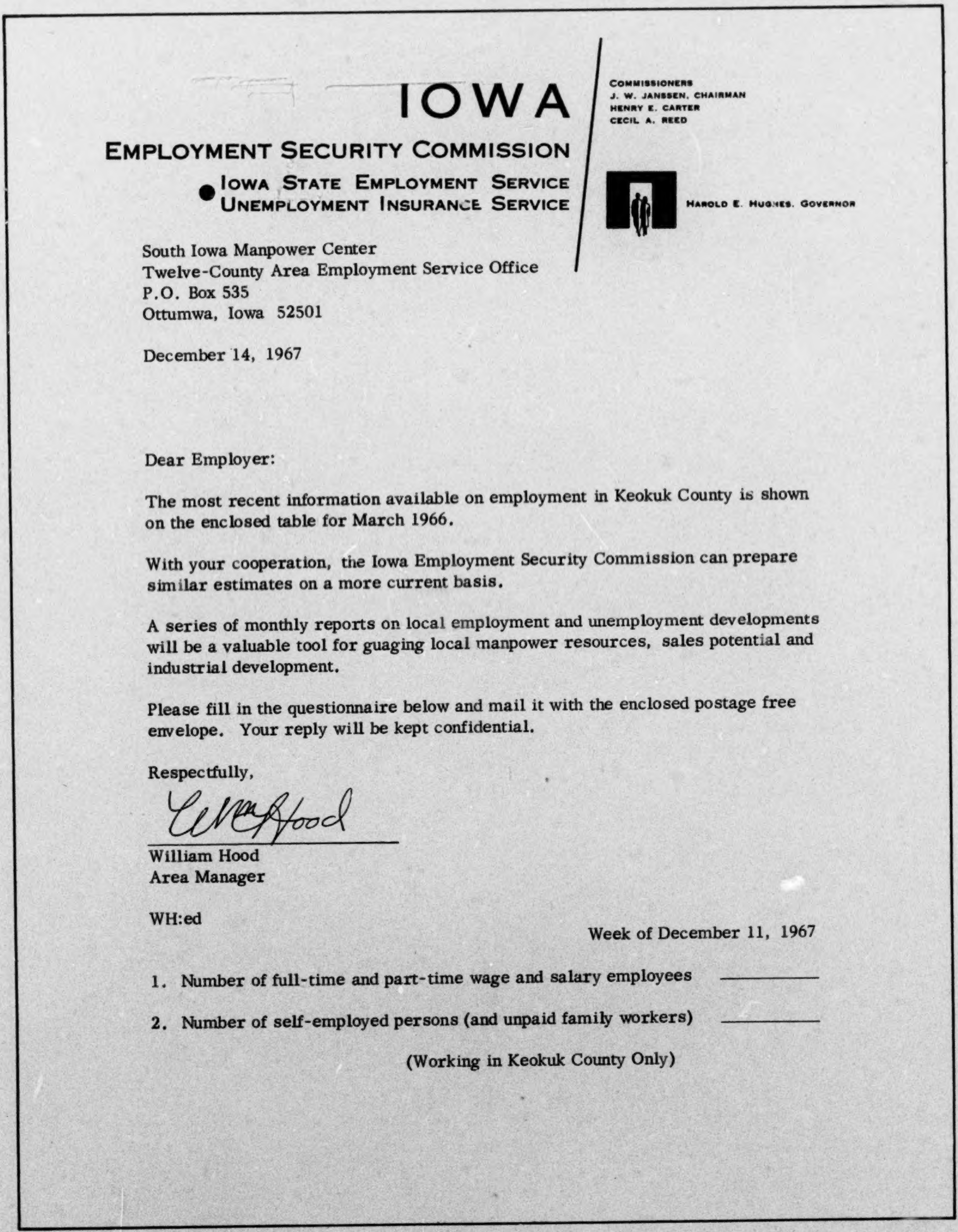
1967

	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Ann Aver
1. WORK FORCE (Civilian)	7,400	7,350	7,560	7,490	7,670	7,920	7,840	7,550	7,130	7,260	7,350	7,020	7,460
2. UNEMPLOYMENT	130	140	130	130	150	220	200	160	140	140	170	110	150
A. UNEMPLOYMENT RATE (per cent of civilian work force - total)	1.7	1.9	1.7	1.7	2.0	2.8	2.5	2.1	2.0	1.9	2.3	1.6	2.0
3. EMPLOYMENT -- TOTAL	7,270	7,210	7,430	7,250	7,410	7,700	7,640	7,390	6,990	7,120	7,180	6,910	7,290
A. NONAGR. WAGE & SAL. WORKER	5,300	5,260	5,340	5,100	5,100	5,130	5,050	5,050	4,940	4,930	4,960	4,970	5,090
(1) MANUFACTURING	1,840	1,840	1,890	1,740	1,740	1,850	1,820	1,830	1,790	1,820	1,840	1,830	1,820
Durable Goods	1,290	1,290	1,310	1,180	1,180	1,290	1,290	1,290	1,260	1,270	1,280	1,270	1,270
Nondurable Goods	550	550	580	560	560	560	530	540	530	550	560	570	550
(2) NONMANUFACTURING	3,460	3,420	3,450	3,360	3,360	3,280	3,230	3,220	3,150	3,110	3,120	3,140	3,270
Construction	160	160	160	160	170	180	160	150	130	140	140	130	150
Transp., Comm. & Pub. Ut.	230	220	230	220	220	220	220	220	220	210	220	220	220
Trade	940	920	940	930	920	920	900	900	900	880	880	910	910
Wholesale	120	120	120	120	120	120	120	120	120	120	120	120	120
Retail	820	800	820	810	800	800	780	780	780	760	760	790	790
Finance, Ins. & Rl. Est.	100	100	100	100	100	100	100	100	100	100	100	100	100
Service	1,170	1,160	1,160	1,090	1,080	990	980	980	960	940	940	940	1,030
Government	830	830	830	830	840	840	840	840	810	810	810	810	830
All Other Nonmfg.	30	30	30	30	30	30	30	30	30	30	30	30	30
B. OTHER NONAGRICULTURAL 2/	960	950	970	950	950	960	940	940	870	880	870	870	930
C. AGRICULTURE	1,010	1,000	1,120	1,200	1,360	1,610	1,650	1,400	1,180	1,310	1,350	1,070	1,270
4. PERSONS INVOLVED IN LABOR MANAGEMENT DISPUTE	0	0	0	110	110	0	0	0	0	0	0	0	20

March 1966 Benchmark

1/ Fairfield, Iowa area consists of Jefferson County.

2/ Includes self-employed, domestic and unpaid family workers.



IOWA
EMPLOYMENT SECURITY COMMISSION
● IOWA STATE EMPLOYMENT SERVICE
UNEMPLOYMENT INSURANCE SERVICE

COMMISSIONERS
J. W. JANSSEN, CHAIRMAN
HENRY E. CARTER
CECIL A. REED

HAROLD E. HUGHES, GOVERNOR

South Iowa Manpower Center
Twelve-County Area Employment Service Office
P.O. Box 535
Ottumwa, Iowa 52501

December 14, 1967

Dear Employer:

The most recent information available on employment in Keokuk County is shown on the enclosed table for March 1966.

With your cooperation, the Iowa Employment Security Commission can prepare similar estimates on a more current basis.

A series of monthly reports on local employment and unemployment developments will be a valuable tool for guaging local manpower resources, sales potential and industrial development.

Please fill in the questionnaire below and mail it with the enclosed postage free envelope. Your reply will be kept confidential.

Respectfully,

Wm Hood

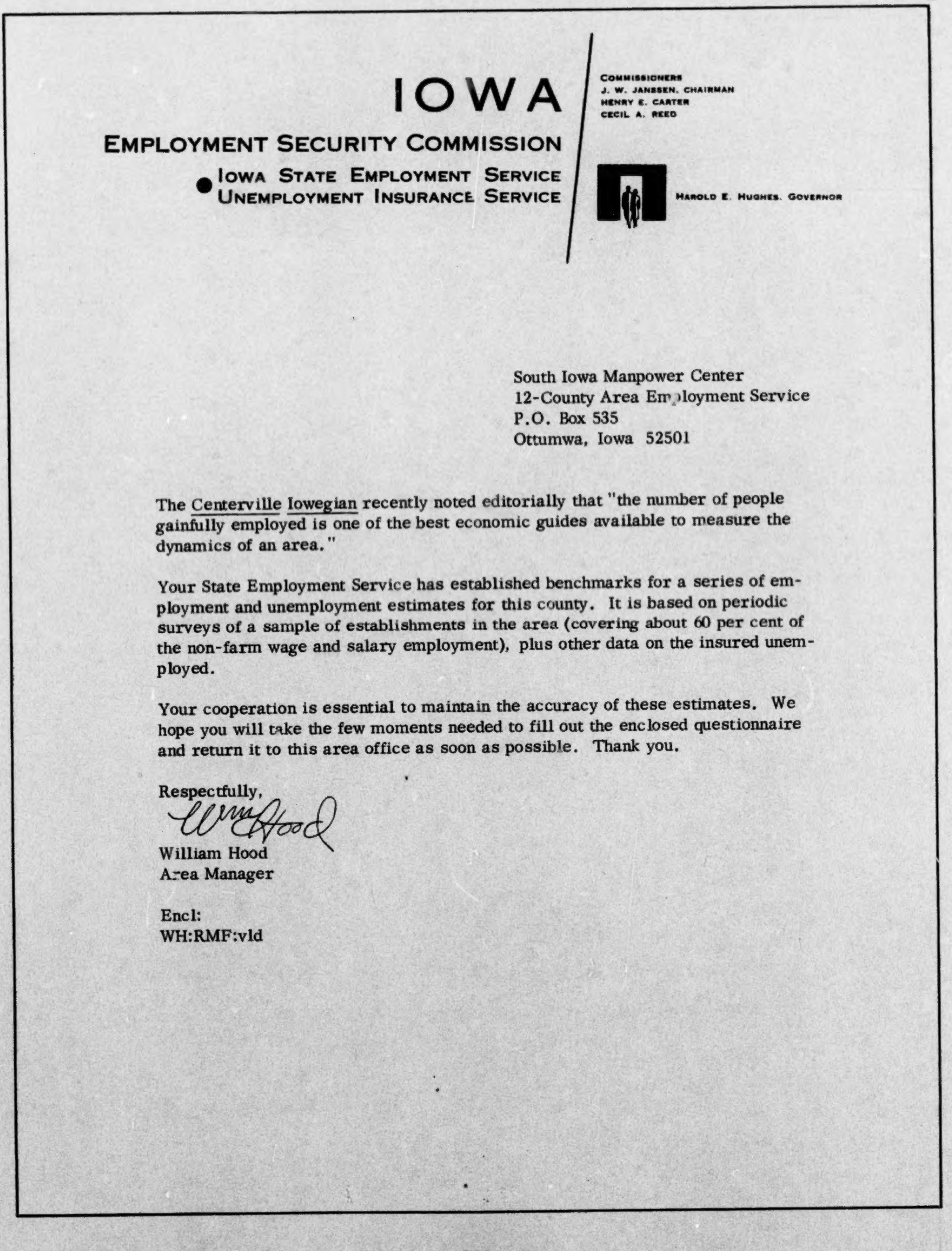
William Hood
Area Manager

WH:ed

Week of December 11, 1967

1. Number of full-time and part-time wage and salary employees ________
2. Number of self-employed persons (and unpaid family workers) ________

(Working in Keokuk County Only)



IOWA
EMPLOYMENT SECURITY COMMISSION
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HAROLD E. HUGHES, GOVERNOR

South Iowa Manpower Center
12-County Area Employment Service
P.O. Box 535
Ottumwa, Iowa 52501

The Centerville Iowegian recently noted editorially that "the number of people gainfully employed is one of the best economic guides available to measure the dynamics of an area."

Your State Employment Service has established benchmarks for a series of employment and unemployment estimates for this county. It is based on periodic surveys of a sample of establishments in the area (covering about 60 per cent of the non-farm wage and salary employment), plus other data on the insured unemployed.

Your cooperation is essential to maintain the accuracy of these estimates. We hope you will take the few moments needed to fill out the enclosed questionnaire and return it to this area office as soon as possible. Thank you.

Respectfully,

Wm Hood

William Hood
Area Manager

Encl:
WH:RMF:vld

IOWA
EMPLOYMENT SECURITY COMMISSION
● IOWA STATE EMPLOYMENT SERVICE
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South Iowa Manpower Center
12-County Area Employment Service Office
P.O. Box 535
Ottumwa, Iowa 52501

"The number of people gainfully employed is one of the best economic guides available to measure the dynamics of an area."
--editorial, Centerville Iowegian January 26, 1963.

A summary of the most recent employment estimates for this area is enclosed.

Will you help us update this information by taking a moment to record below the total number of your employees working in Keokuk County only, during the week specified (exclude self-employed and unpaid family workers).

Thank you.

Respectfully,

Wm Hood

William Hood
Area Manager

WH:RMF:vld
Enc.:

Week of December 11, 1967 ____________

Week of January 8, 1968 ____________

IOWA
EMPLOYMENT SECURITY COMMISSION
● IOWA STATE EMPLOYMENT SERVICE
UNEMPLOYMENT INSURANCE SERVICE

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South Iowa Manpower Center
12-County Employment Service Office
P.O. Box 535, 116 1/2 S. Market
Ottumwa, Iowa 52501

WAYNE COUNTY EMPLOYMENT SURVEY

Thank you for participating in these bi-monthly surveys. The data from this sampling of about 50 establishments throughout the county is used to estimate total employment and unemployment.

Please record the total number of full-time and part-time employees working for your establishment, within Wayne County only, during the weeks specified below. Exclude self-employed and unpaid family workers.

Respectfully,

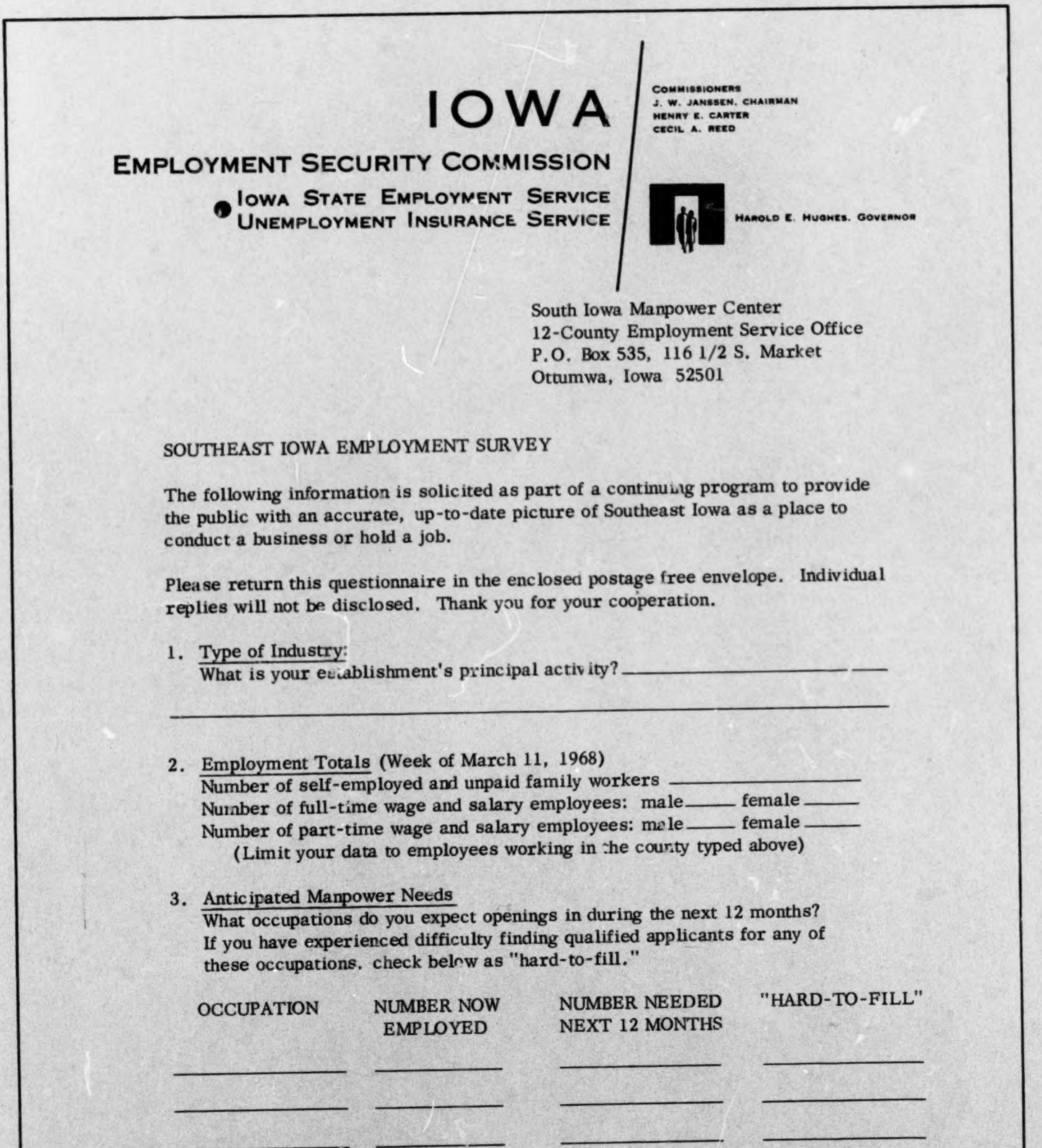
Wm Hood

William Hood
Area Manager

Week of Jan 8, 1968____________

Week of Feb 12, 1968____________

Week of Mar 11, 1968____________



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South Iowa Manpower Center
12-County Employment Service Office
P.O. Box 535, 116 1/2 S. Market
Ottumwa, Iowa 52501

SOUTHEAST IOWA EMPLOYMENT SURVEY

The following information is solicited as part of a continuing program to provide the public with an accurate, up-to-date picture of Southeast Iowa as a place to conduct a business or hold a job.

Please return this questionnaire in the enclosed postage free envelope. Individual replies will not be disclosed. Thank you for your cooperation.

1. Type of Industry:
   What is your establishment's principal activity? ____________________
   ____

2. Employment Totals (Week of March 11, 1968)
   Number of self-employed and unpaid family workers ____________
   Number of full-time wage and salary employees: male _____ female _____
   Number of part-time wage and salary employees: male _____ female _____
   (Limit your data to employees working in the county typed above)

3. Anticipated Manpower Needs
   What occupations do you expect openings in during the next 12 months?
   If you have experienced difficulty finding qualified applicants for any of these occupations, check below as "hard-to-fill."

OCCUPATION	NUMBER NOW EMPLOYED	NUMBER NEEDED NEXT 12 MONTHS	"HARD-TO-FILL"

APPENDIX C

AGREEMENT BETWEEN AREA OFFICE AND THE SOUTHERN IOWA ECONOMIC DEVELOPMENT ASSOCIATION OF OTTUMWA

AGREEMENT

This agreement, entered into as of this 20th day of March, 1968, by and between the Southern Iowa Economic Development Association of Ottumwa, Wapello County, State of Iowa, hereinafter referred to as the Community Action Agency (CAA), and the Ottumwa Area Office of the Employment Service Division of the Iowa Employment Security Commission, of Ottumwa, Wapello County, State of Iowa, hereinafter referred to as the Employment Service,

WITNESSETH THAT:

In order to carry out certain provisions of the Economic Opportunity Act as amended (Public Laws 88-452 and 87-794) and of the Wagner Peyser Act as amended (29 United States Code 49) and other appropriate Federal Acts, the CAA and the Employment Service do hereby mutually agree as follows:

Section A.

1. The primary objective of this joint program shall be to enable the Employment Service to reach the residents of Davis County, Iowa with the programs and services available through the State-Federal Employment Service System, bringing those individuals most in need of these programs and services, but so far essentially untouched by them, into contact with said programs and services. A second objective of this joint program shall be to develop a Comprehensive Manpower Services Program for Davis County, Iowa which shall integrate the efforts of those manpower oriented agencies, programs and services presently serving Davis County, Iowa and which shall introduce into Davis County, Iowa those elements of a comprehensive manpower program presently not in existence but for which experience demonstrates a need. Finally, this joint agreement shall define the separate and mutual duties and responsibilities of the parties to this agreement.

2. To accomplish these objectives, the Employment Service shall provide, at the Davis County Community Center, the services of a Professional Employment Specialist not less than one full day per week. The CAA shall provide one Center Co-ordinator and one Job Developer who shall complement and supplement the manpower activities of the Employment Specialist outstationed by the Employment Service. The Employment Service, in accordance with the Human Resources Development concept, shall assure that the full range of programs and services available through the State-Federal Employment Service System are utilized to meet the needs of those individuals, and especially of those disadvantaged individuals, contacted through this program. The CAA, through its Community Center personnel, shall promote community acceptance of, and utilization of, the services offered through this program to the maximum degree possible.

Section B.

This agreement shall be in effect for one calendar year beginning March 15, 1968 or as soon thereafter as final approval by all parties concerned can be obtained. Prior to final approval of this agreement, outstation service shall continue to be provided by the Employment Service in the Davis County Community Center on the informal basis and under the conditions presently in force. Failure on the part of the Employment Service to initiate the activities called for by this agreement within sixty (60) days of the effective date of this agreement, or failure on the part of the CAA to similarly initiate the activities called for under this agreement within sixty (60) days of the effective date of this agreement, shall be considered sufficient cause for renegotiation of this agreement.

Section C.

The Employment Service shall:

1(a). Provide the services of a Professional Employment Specialist at the Davis County Community Center not less than one day per calendar week.

1(b). Provide, in accordance with current Iowa Employment Security Commission regulations, for all non-personal expenses incurred by said Employment Specialist, including equipment, supplies and transportation costs, but excluding the costs of telephone services at the Community Center.

1(c). Provide to the Center Co-ordinator, Job Developer and other appropriate Community Center personnel "over view" training in the programs and services available through the State-Federal Employment Service System, and training in Employment Service interviewing, placement, job development and employer relations techniques and procedures to the degree the abilities of such Center personnel allow and as the job proficiency of said personnel develops. Such training shall consist of two distinct segments:

i. The first shall be the general over view training which shall not be in excess of forty (40) hours per individual and which shall be administered at the Area Office of the Iowa State Employment Service or at such other location as the individual serving as Area Manager for the Employment Service shall designate.

ii. The second segment of training shall be administered subsequent to the initiation of activities under this agreement and shall consist of such formal training and of such technical direction as the individual serving as Area Employment Service Manager shall deem appropriate, advisable, and necessary for said Center personnel to perform adequately the duties and activities assigned pursuant to this agreement. Such training shall be administered either by the Professional Employment Specialist assigned to outstation activity or by such other Employment Service personnel as the individual serving as Area Manager for the Employment Service may direct. Such additional training shall be administered at the Davis County Center or within Davis County, except as may on occasion be otherwise decided by agreement between the CAA Director and the individual serving as Area Manager for the Employment Service. Any costs incurred by Center personnel while receiving this training shall be borne by the CAA.

2(a). The Professional Employment Specialist assigned to the Davis County Center by the Employment Service shall:

(1) Interview those individuals coming into the Community Center, brought into the Center by Center personnel or contacted through Center personnel who present unusual or difficult employability problems, using approved Employment Service application forms and records.

(2) Begin compilation of appropriate records and documents and such other information as may not already have been compiled by Center personnel, including initiation of the Center Intake Form.

(3) Determine the appropriate services or programs to meet the individual's need, and take appropriate action to assure that the individual receives the necessary service or is placed in the appropriate program. Such activity shall include but shall not necessarily be limited to:

(a) Referral to a job opening if such suitable opening is available.

(b) Telephone and personal job development activities.

(c) Referral to the appropriate Employment Service office for vocational evaluation and guidance if appropriate.

(d) Referral to an out-of-the-area job through the Area Placement Center if advisable.

(e) Referral to the Job Corps, Neighborhood Youth Corps, Work Experience Program or Operation Mainstream when appropriate and advisable.

(f) Referral to MDTA training if appropriate training is available.

(g) Referral to the Division of Vocational Rehabilitation if appropriate.

(h) Referral to the Department of Social Welfare or such other agency as may be appropriate.

(4) Contact individuals wherever they may be found, when the individual is reluctant to come into the Community Center or when such follow-up activity is requested by appropriate Employment Service personnel or other appropriate agencies.

(5) (a) The Professional Employment Specialist shall provide such training for, and technical direction to, Center personnel as may be necessary to enable them to function adequately in accordance with provisions of this agreement.

(b) To the degree possible, Employment counseling and other specialized services offered through the Employment Service program may be restricted to the regularly established Employment Service offices. However, in accordance with the provisions of this agreement, intake interviewing and local placement, job development and employer relations activity are specifically excluded from this restriction and shall take place within the Community Center and shall be joint responsibilities of the Professional Employment Specialist and of Center personnel. However, when need is demonstrated and individuals are demonstrated to be unable or unwilling to travel to the established Employment Service offices for the appropriate specialized services, it is the responsibility of the Employment Specialist to see that provisions are made for those services to be made available on an appointment basis.

The Community Action Agency shall:

2. (a) Provide space, offering a reasonable amount of privacy, at the Davis County Center in Bloomfield in which the Employment Specialist shall function.

2. (b) Provide and maintain telephone facilities, including, if feasible, a Center tie-in to the area leased line facility, for the use of both Center and Employment Service personnel.

2. (c) Provide for the service of a Center Co-ordinator and a Job Developer who shall perform manpower functions under the technical direction of the Employment Specialist.

2. (d) Provide for all non-personal expenses incurred by said Center Co-ordinator and Job Developer.

2. (e) Promote, through established community contacts, community acceptance of, and utilization of the manpower opportunities available in the county through this joint program.

3. (a) The function of Center personnel shall be:

    (1) To interpret the manpower programs and services to county residents.

(2) To bring community and individual manpower needs to the attention of professional Employment Service and CAA staff or to the attention of appropriate professional personnel of other co-operating agencies.

(3) Motivate county residents to take advantage of opportunities available through the various manpower programs by direct personal contact and by working through individual volunteers, civic organizations, church groups and other interested parties.

(4) Make follow-up contacts with county residents when special follow-up is a required part of the counseling, training, job development, placement or post placement service.

(5) In addition to the duties outlined above, the Center Co-ordinator shall:

(a) Under the technical direction of the Employment Specialist, complete the standard Employment Service application form and such other standard Employment Service forms as may be required to facilitate the entrance of the applicant into the mainstream of Area Employment Service operations and to make it possible for the resources available through the Area Placement Section to be brought to bear on the applicant's problems as rapidly as possible.

(b) Under the technical direction of the Employment Service Specialist, receive employer job orders and record such job orders on appropriate Employment Service Job Order records in order that local employers may likewise benefit directly and rapidly from area resources.

(c) Under the technical direction of the Employment Specialist, and at such time as sufficient professional proficiency has developed, administer and score applicable specific aptitude test batteries and appropriate proficiency tests.

(d) Consult with the Employment Specialist to decide upon the appropriate course of action for particular individuals when such course of action is not clearly self-evident, and arrange for individuals with difficult employability problems to be interviewed by the Employment Specialist or by representatives of other appropriate agencies.

(6) In addition to the duties outlined in Items 1 through 4 above the Job Developer shall:

(a) Under the technical direction of appropriate Employment Service personnel, make personal and telephone job development contacts in behalf of specific applicants.

(b) Under the technical direction of appropriate Employment Service personnel, make appropriate employer relations and community development contacts in behalf of the manpower programs and for the purpose of job development.

The Director of the Community Action Agency, or such person as he may designate, shall provide administrative direction and supervision to the Center personnel employed by the CAA pursuant to this agreement. The Employment Specialist, or such other appropriate professional personnel as the individual serving as Area Employment Service Manager may direct, shall provide immediate day to day technical training and direction to said Center personnel in the performance of their duties as such duties are set forth in Section C (3) a of this agreement. Any activities to be undertaken by Center personnel, beyond or in addition to those activities set forth in Section C and such other sections of this agreement as may be applicable shall be determined by mutual agreement by the CAA Director and the individual serving as Area Manager for the Employment Service. In the event a mutually agreeable solution cannot be so reached, the procedure set forth in Section G of this agreement shall prevail.

4. Center personnel utilized in this program and employed pursuant to the provisions of this agreement shall be employed by and shall remain under the administrative control of the Community Action Agency. The Employment Service shall provide to these Center personnel that technical direction set forth in Section D. 3 above. To implement said technical direction and to enable said Center personnel to perform adequately the duties and activities set forth in Section C (3) a above, the Employment Service shall provide to these Center personnel general over view training and technical, on-the-job training as described in Section C. 1. c above.

Section E.

(1) Costs to the Iowa Employment Security Commission to be incurred pursuant to this agreement, excluding normal administrative and supervisory costs, shall be as follows:

Personnel Costs:

Salary: One-fifth (1/5) of a position per year or $1,500.00

Non-Personal Costs:

Travel: $350.00 per annum
Per Diem $150.00 per annum

Supplies: $100.00

Total Non-Personal Service Costs: $600.00

Total Recurring Expenses for the Program $2,100.00 per annum

(2) Additional costs to the Iowa Employment Security Commission beyond those set forth in Section E(1) above shall not be incurred under this agreement.

(3) Costs to Southern Iowa Economic Development Association shall be as follows:

Personnel Costs:

Salary: One-fifth (1/5) of a position per year or $1,385.00

Non-Personal Costs:

Travel: $200.00 per annum
Per Diem $100.00 per annum

Supplies: $ 50.00

Telephone: $365.00

Total Non-Personal Service Costs: $715.00

Total Recurring Expenses for the Program $2,100.00

4. Additional costs to the Southern Iowa Economic Development Association beyond those set forth in Section E (3) above, shall not be incurred under this agreement.

5. Activities initiated pursuant to provisions of this agreement, excluding such arrangements as may be made to cover the cost of the Center tie-in to the leased line system, shall not require dollar reimbursement to the Iowa Employment Security Commission by the Community Action Agency, nor conversely, shall activities initiated under the provisions of this agreement require dollar reimbursement of the CAA by the Iowa Employment Security Commission.

Section F.

This agreement shall be subject to review upon the written request of either party thereto, such request being addressed to the other party. This agreement may be revised in any conference of the parties thereto, whether such conference was in fact called for that purpose or not, provided only that written concurrence to any such revision be obtained from both parties thereto. Further, in the event this program should be expanded to include counties other than Davis County, this agreement may be amended or terminated by such further agreement, provided only that the written concurrence to such action of both parties to this agreement be obtained. This agreement and the program initiated thereunder, shall be reviewed and evaluated not less than thirty (30) days prior to the expiration thereof, and subsequent to this review and evaluation, a recommendation shall be made by the parties to this agreement as to whether this agreement should be renewed, renegotiated or allowed to expire.

Section G.

The effective co-ordination of functions and the maintenance of effective CAA-Employment Service communications at the operating level, and policy co-ordination and the maintenance of effective communication between the Employment Service and the CAA at the policy level shall be the responsibility of the CAA Director and the individual serving as Area Manager for the Employment Service. Disagreements at the operation level, arising in the implementation of this agreement or in the operation of the programs initiated thereunder, policy disagreements and all other disagreements and misunderstandings that may arise in the implementation of this agreement, or in the operation of the programs initiated thereunder, and that the CAA Director and the individual serving as Area Manager for the Employment Service find themselves unable to resolve in a mutually agreeable manner, shall be referred to the Iowa Office of Economic Opportunity and to the Employment Service Division of the Iowa Employment Security Commission for mediation.

Should a mutually satisfactory solution not be obtained at the state level, the question or questions in dispute shall be referred to the Regional Office of the Office of Economic Opportunity and to the Regional Office of the Bureau of Employment Security for final resolution.

IN WITNESS WHEREOF:

The Southern Iowa Economic Development Association and the Ottumwa Area Office of the Iowa Employment Service have executed this agreement as of the first date written above.

(c) Under the technical direction of appropriate Employment Service personnel, develop and maintain information dealing with the employing establishments of Davis County and indicating the types of employment offered and other relevant information.

3. (b) The Bureau of Employment Security has not provided funds to finance the activities and services outlined above which said Center personnel shall perform.

3. (c) Said Center personnel shall be employed by the Community Action Agency and shall remain under the administrative control of the CAA. Policies and regulations applying to other CAA employees shall apply to Center personnel employed under this agreement.

Section D.

1. The Employment Specialist to be outstationed at the Davis County Community Center pursuant to this agreement shall be selected in accordance with current Iowa Merit System Council regulations and the rules and regulations of the Iowa Employment Security Commission. Said Employment Specialist shall be selected by the individual serving as Ottumwa Area Manager for the Iowa State Employment Service. However, should the individual so selected be deemed unsuitable by the Community Action Agency, the director thereof shall initiate a written notice requesting that the individual serving as Area Manager for the Employment Service relieve said individual from this assignment, setting forth therein the specific reason for such request. Upon receipt of such written notice the person serving as Area Manager for the Employment Service, or such person as he may direct and the CAA Director or such person as he may direct, shall confer upon the merits of the case. If, as a result of this conference, said request is neither granted nor withdrawn, the Director of the CAA shall be entitled to a written notice setting forth the reasons for the denial of said request. If said reasons are deemed unacceptable by the Director, the procedure prescribed in Section G of this agreement shall be initiated.

Center personnel employed under this agreement shall be selected by the Director of the Community Action Agency. However, should an individual so selected be deemed unsuitable by the individual serving as Area Manager for the Employment Service, the procedure outlined immediately above, pertaining to the Employment Specialist deemed unsuitable, shall apply, and shall be initiated when the individual serving as Area Manager for the Employment Service files a written notice with the CAA Director requesting the reassignment of the said individual.

2. Implementation of this agreement shall require the assignment of an Employment Specialist to the Davis County Community Center no less frequently than one full day per week. Additional Employment Service staff may be assigned on a regular or spasmodic basis as circumstances require or as the individual serving as Area Manager for the Employment Service and the Director of the CAA may subsequently decide.

3. The individual serving as Area Manager for the Employment Service shall provide functional supervision, including supervision of the quality, quantity and kinds of activities, and of conformance with Employment Service policies and procedures, to assure compliance with Employment Service performance standards, to the Employment Specialist in the performance of his duties as set forth in Section C(2)a of this agreement. Administrative control of said Employment Specialist shall remain with the individual serving as Area Employment Service Manager.

APPENDIX D

EXPERIMENTAL CO-OPERATIVE HIGH SCHOOL PROGRAM

164/165

IOWA
EMPLOYMENT SECURITY COMMISSION
● IOWA STATE EMPLOYMENT SERVICE
UNEMPLOYMENT INSURANCE SERVICE

COMMISSIONERS
CECIL A. REED, CHAIRMAN
J. W. JANSSEN
GEORGE A. LUNDBERG

HAROLD E. HUGHES, GOVERNOR

South Iowa Manpower Center
Twelve-County Area Employment Service Office
116 1/2 S. Market
Ottumwa, Iowa 52501

The South Iowa Manpower Center was created by the Department of Labor and the Iowa State Employment Service to test the effectiveness of Employment Service coordination on an area basis. The Manpower Center is a 12-county area Employment Service office serving Marion, Mahaska, Keokuk, Washington, Lucas, Monroe, Wapello, Jefferson, Wayne, Appanoose, Davis, and Van Buren counties. It is the only area Employment Service office of its kind in the United States.

One of the areas with which we at the Center are concerned is the expansion of employment services to schools. In an attempt to provide additional employment oriented resources for students in this area we have arrived at several possibilities. Attached is an outline of the services we can provide to your school.

If, after receiving the outline, you feel your school can utilize one or more of these services please designate which and return the list in the enclosed envelope. Extra copies are provided for your reference, and the perusal of your teaching staff.

When we have received responses from the schools in this area we will recontact you to establish dates and times for these presentations.

Sincerely yours,

Robert Tolsma

Robert J. Tolsma
Chief Counselor

RJT:ed

Please check the appropriate blank to indicate your interest in securing the presentations listed.

I. ORIENTATION & GUIDANCE

We can provide the following films and/or speakers to present a program. The films range in length from 7 1/2 to 20 minutes.

1. "Applying For A Job": A color film showing how NOT to apply and then the correct way to apply for a job. The film is up-to-date and uses modern background music. Senior students will likely get the most benefit from viewing it. An employment counselor and/or job development specialist will be available to discuss the problems in applying for a job.

2. "Opportunities In M.D.T.A.": A color film explaining opportunities to obtain a technical skill through the Manpower Development and Training Act. The film shows training in several different occupations. Most of the trades shown are taught at Iowa Tech. Some of these occupations are cooking, licensed practical nursing, computer programming, welding, and automative repair. The film is probably best for seniors but could also be shown to juniors. An employment counselor and/or M.D.T.A. selection and referral officer can be provided as part of the program.

3. "Opportunities in Sales & Merchandising" is a color film showing different occupations in these fields. It would be worthwhile for any group interested in these occupations. An employment counselor and/or employment specialist can accompany this film.

4. "Health Service Careers": A color film which presents the various occupations in hospitals and community health services. The film may be used with any interested group and an employment counselor and/or employment specialist can accompany the film.

5. "The Neighborhood Youth Corps": This color film shows workers engaged in jobs sponsored by N.Y.C. both in school and out-of-school. The film would only be useful to students who might be interested in enrolling in N.Y.C. An employment counselor and possibly an N.Y.C. sponsor would accompany the film.

6. "The Job Corps and You" is a color film showing life in Job Corps camps. It also shows the innovative teaching methods being used by Job Corps educators. This film is not appropriate for most high school groups but may be beneficial for students who have discontinued their formal education prior to graduating. It may be of interest to persons who are working with disadvantaged youth. An employment counselor and a Job Corps recruiter can accompany the film.

7. "When I'm Old Enough Goodbye": A black and white film about 20 minutes in length showing the actual problems encountered by persons who have not completed high school. This film is used by many schools in this area and throughout the state. It is appropriate for junior high students, sophomores, and juniors in high school. The film is slightly dated but this does not detract from the main message. An employment counselor is available to accompany this film.

8. "What's In It For Me" is a black and white film 25 minutes in length showing a group of youth who have not completed high school. These youth are contacted by neighborhood workers and encouraged to get further training. The star of the film is a teen-age father living with his widowed and hard-nosed mother. This film depicts life in the slums and is a motivational tool to encourage teenagers to apply at Youth Opportunity Centers operated by the Employment Service. Although the film may not be appropriate for high school students in general, it could be used with social studies groups to introduce them to life in the slums. Most appropriate for groups interested in disadvantaged youth. The film can be accompanied by an employment counselor.

The first seven films are on video tape at Iowa Tech and can be previewed via closed circuit T.V. by making arrangements with Iowa Tech.

Following are Guidance Associates produced film strips which can be presented by members of our staff with discussion using the Guidance Associates discussion outline.

1. Dropping Out -- Road to Nowhere.
2. If You're Not Going to College.
3. Preparing for the World of Work.
4. The Tuned Out Generation.
5. Your Job Interview.
6. Failure: A Step Toward Growth.
7. Values for Teenagers: The Choice Is Yours.
8. Getting and Keeping Your First Job.

II. OCCUPATIONAL INFORMATION

1. Directory of the South Iowa Manpower Center's "Career Information" file. This Directory will provide a reference for information we can provide to counselors and others. Students may come to the S.I.M.C. for information that they cannot locate in the school.

2. Occupational information produced by the U.S. Department of Labor or the Iowa State Employment Service which is periodically released to the South Iowa Manpower Center for distribution.

3. The "Manpower Information Bus". This has toured our area this past summer. It may be possible to obtain it to tour schools in this area during a given period of time. If there is enough interest expressed in this we will attempt to obtain it. The bus is operated by the Iowa Manpower Council and based out of Des Moines. The bus contains occupational information on various training programs and occupations. It might be possible for schools to dismiss appropriate classes on a revolving basis for a short period of time during the day or during the noon lunch period. We feel that utilizing it only after school hours might exclude rural youth. Parents could also take advantage of the information contained in the bus. It would be manned by Government Agency personnel so that questions could be answered.

4. Speeches on employment related topics not covered by this outline. Please give topics you have in mind

III. PLACEMENTS

1. A presentation on the Iowa State Employment Service.
2. An employment specialist can be made available to provide orientation on the operations of the Iowa State Employment Service and take work applications from students applying for summer or permanent work. This can be done during the months of April and May.

IV. OTHER SERVICES WHICH ARE SUGGESTED

Please list any other services or make comments which you feel would be helpful.

1. ______________________________

2. ______________________________

3. ______________________________

Our Public Information Officer Mr. Terry Taylor has the responsibility for scheduling presentations you have requested. Please provide the name of the person in your school which he should contact for scheduling purposes.

____

Name, Title

____

Address Phone

HIGH SCHOOL PROGRAM ACTIVITIES—1968

Film and filmstrip presentations with ES speaker given at 13 high schools requesting them. Total of 20 presentations given between February 27 and March 31.

Film Presentations -

Applying for a Job
Opportunities in MDTA
Opportunities in Sales and Merchandising
What's In It For Me?
When I'm Old Enough Goodbye
Health Service Careers

Filmstrip Presentations -

Preparing for the World of Work
If You're Not Going to College
Getting and Keeping Your First Job
Dropping Out - Road to Nowhere
The Tuned Out Generation
Values for Teenagers - The Choice is Yours

ES personnel have been scheduled to take summer and permanent applications from high school seniors in eight of the schools requesting the service during the months of April and May.

Career and occupational information is being sent regularly to ten schools requesting it.

EMPLOYMENT SERVICE AND ECONOMIC DEVELOPMENT ASSOCIATION COOPERATIVE PLAN FOR GUIDANCE ON N. Y. C. IN-SCHOOL PROGRAM

Lou Walker, N.Y.C. In-school Program Co-ordinator requested an E.S. Counselor to participate in the overall guidance program offered the in-school youth. Mr. Stone, Ottumwa E.S. Manager approved the plan developed by Mr. Walker and Bob Tolsma, the South Iowa Manpower Center's Chief Counselor. Mr. Walker will transport the participating counselor to the school location. Other parts of this guidance program will be given by representatives of such agencies as Social Welfare, Red Cross, Wapello County Extension, etc. In some cases the high schools have asked the E.S. Counselor to present to an entire assembly including the N.Y.C. youths. This will be done at the school's request. It is anticipated each of the counselors assigned to the project office will deliver a topic. The following is the list of topics, dates, time and schools.

1. "Maintaining Employment"	December 6, 1966	
	8:00 a.m. to 9:00 a.m.	Bloomfield H.S.
	3:00 p.m. to 3:30 p.m.	Eddyville H.S.
	December 7, 1966	
	8:00 a.m. to 9:00 a.m.	Cardinal H.S.
	December 8, 1966	
	8:00 a.m. to 9:00 a.m.	Blakesburg H.S.
	11:00 a.m. to 12:00 noon	Walsh H.S.
	3:00 p.m. to 3:30 p.m.	Ottumwa H.S.
	December 9, 1966	
	8:00 a.m. to 9:00 a.m.	Keosauqua H.S.
	Around 12:00 noon	Fox Valley H.S.
2. "How to Apply For a Job"	January 10, 11, 12, and 13, 1967 Using the same time and place schedule as used for "Maintaining Employment" presentation.	
3. "The Importance of Job Attitudes"	January 31, February 1, 2, and 3, 1967 Times and places as outlined above.	
4. "Interpersonal Relations"	February 28, March 1, 2, and 3, 1967 Times and places as outlined above.	
5. "Creative Job Search Techniques"	May 9, 10, 11, and 12, 1967 Times and places as outlined above.	

APPENDIX E

1969 IOWA CO-OPERATIVE HIGH SCHOOL PROGRAM

174/175

TO: Selected Local Offices, Ottumwa Project Date: July 16, 1968

Max

FROM: Max K. Noe, Supervisor of Youth Services

SUBJECT: ES - School Relations

ES Manual, Part II, Section 8030 - 8049 has recently been issued to all local offices. This section of the Manual updates the ES - school relations.

I would suggest that some thought be given now to the planning of the 1968 - 69 school year program. I think Section 8030 of the Manual is most helpful in setting out what constitutes a cooperative arrangement. Also I am including a supplement copy of an approach which would be used to organize a school program. This is only some ideas that you could consider.

The National Office requires each State office to have on file for evaluation and review purposes a copy of the local office school program plan of service. Therefore, I will need a brief narrative outlining the following information:

1. Name of school in which a cooperative arrangement exists for providing ES services to graduating seniors.
2. Name of local office liaison representative to facilitate direct working relations with the school.
3. Plan of service with the school (Reference ES Manual, Part II, Section 8042 sub-section B). These are only suggestions and your program does not need to be limited to this.

This plan must be submitted to the State office, attn: Youth Services Division by ______________________________.

I will be available to work with you in the event you would want some assistance on this matter.

MKN:vb

cc: Field Supervisor

TO: Selected Local Offices, Ottumwa Project DATE: July 16, 1968

Max

FROM: Max K. Noe, Supervisor of Youth Services

SUBJECT: ES - School Relations

The "testing - counseling" ES - school program is insufficient to meet the needs of entry workers and also it has been limited since it requires more and more of staff time. In recognition of this need, a new look has been taken at what could be offered and how present personnel could be best utilized to offer a diversity of services.

PLANNING

During the summer recess conduct a one-day institute conducted by the local office for all area school administrators, principals, and guidance counselors. Letters of invitation would be sent to all area schools with an outline of all services available by the local office. (The pamphlet "Transition from School to Job" could be included in the letter.) This outline would indicate the type of services from ISES (Reference E.S. Memo 900 page 2, section II-C), ISES staff involved, facilities needed, audience, number of students, time, responsibilities of the school, and follow-up by ISES for programs designed to meet varying needs of different schools:

1. Schools with complete guidance and counseling programs which reduce the needs of graduating seniors for a general introduction to the world of work in their community and the services available through the local office of the ISES. Also designed for schools with time and scheduling difficulties that cannot make use of other ISES services.

   Also used by ISES local offices with limited staff resources which find it impossible to do more for an individual school. In such cases the purpose of the talk is to acquaint students with other specialized services available through the local office of ISES.

2. Schools with comprehensive guidance and counseling programs in which students need introduction to a placement agency after graduation.

   Schools which because of time and scheduling difficulties can only make use of this service.

   Local ISES offices which because of staff limitations are restricted to this service.

3. Schools which feel their students could benefit from a discussion led by an ISES staff member of the world of work and the problems of job seeking.

   Schools which are limited in time and scheduling to a program of this sort.

   Local offices whose staff resources are limited to the provisions of this sort.

4. Schools which wish their students with typing and shorthand skills to be exposed to a testing situation similar to that given job seekers using ISES office facilities.

5. Schools which desire to have each graduating senior who will seek full-time employment after graduation have an individual, private interview with a professional staff member of the ISES to discuss his job seeking plans and problems using ISES office facilities.

6. Schools which desire to have each graduating senior who will seek full-time employment after graduation and who have problems of vocational choice or career planning, discuss their individual situation with an employment service counselor using ISES office facilities.

7. Schools which desire to have an outside agency such as ISES discuss with the drop-out his job future. A chief concern of a drop-out is a job. The ISES is knowledgeable about jobs and, therefore, can objectively and realistically discuss with the drop-out his job assets.

8. Schools which wish to use the GATB at the 9th and 10th grade level to measure the aptitude potential of their students and to use such measures as a basis of career planning.

Following adjournment, a tour of the ES office should be held to familiarize participants with our facilities.

A few days after the institute, follow-up letters could be sent to each school along with a high school guidance survey form. The survey form lists each of the eight programs discussed and provides for a place to check the individual schools preference for program (s) which the school feels would compliment their existing guidance program.

As the survey forms are returned, immediately begin to contact the schools in order to arrive at a schedule convenient to both the school and local office. Requested services should then be discussed with each school and on a number of occasions it can be expected that changes in program requests can be made. These changes would be based on the completeness and effectiveness of the schools own guidance program and on available ISES staff needed to conduct the program.

In cases where schools request the use of the GATB by the school, a letter will need to be sent to the school explaining again the procedures to follow in establishing such a program.

Prior to any student contact, application cards can be given to school counselors. Each senior completes the application and then would be reviewed by the school counselor. The counselor would place all student cards into two groups--(1) those needing employment counseling and (2) those needing summer or full-time placement service. The employment service counselor then schedules through the school counselor initial interviews with those pre-designated seniors to be interviewed at the local office facility.

MKN:vb

APPENDIX F

PROPOSED ADOPTION OF AREA OPERATIONS IN OTHER LOCATIONS

Area Concept

Area Office - Ottumwa

The South Iowa Experimental and Demonstration Project, located in Ottumwa, has been operative since August, 1966. Services have been extended to twelve counties through four satellite offices located in Centerville, Fairfield, Oskaloosa and Ottumwa. This project is scheduled to terminate on September 30, 1968. It is hoped that we can continue an "area office" made up of these four local offices, servicing eleven of the twelve counties serviced during the Project. Because it is remote from the Ottumwa industrial center and residents commute to the Cedar Rapids industrial center, Washington County would be dropped from the South Iowa Area, which would then be called the Ottumwa Area, and added to the Cedar Rapids Area to be established at some future time.

When the E & D Project is terminated, one of two alternatives must be taken. The first alternative is to return to four separate local office operations, each with the same staffing that it had prior to the E & D Project. If this is done, we can salvage nothing, operationally, of what has been accomplished by the E & D Project.

The second alternative is retention of the best operational features which have been developed and proven since August, 1966, maintaining the "area" concept for the eleven-county, four-office area with the industrial center office, Ottumwa, as the control office.

It would be a great loss not to proceed immediately with the Ottumwa Area plan for the following reasons:

1. The "area" concept appears destined to become Iowa's future, as previously pointed out.

2. $350,000 will have been poured into the South Iowa E & D Project by its termination date. Much of the value received for this sum will be lost if we do not proceed with an area office.

3. The Project has developed a fine structure to serve rural people in a substantial section of the state.

4. Momentum has built up and can be maintained.

5. Transition to the area concept can take place smoothly and simply.

6. A high level of good publicity has made the entire area cognizant of both the E & D Project and the Employment Service.

7. Employers and applicants are familiar with and rely upon the centralized placement system, which will be discussed later.

8. After much the opposite during the early phases of the E & D Project, staff involved are now sold on the proven worth of the area concept.

9. A contract has been signed with the Southern Iowa Economic Development Association for CAP to furnish outreach services in one of the eleven counties, Davis. We have been assured like contracts for eight additional counties. The agreement requires only that we provide supervision one day per week in each of the outreach centers. A part of the Davis County agreement is for CAP to pay for a direct telephone line between the Davis County Outreach Center and our Ottumwa Area Office. It is supposed that like arrangements can be made with the other outreach centers as additional contractual agreements are made.

The operational features developed by the E & D Project and to be continued are outreach, centralized placement, centralized statistical bookkeeping, counseling service to outlying areas, and, hopefully, labor mobility.

We propose to make the Ottumwa office manager, area coordinator. He would have line control into the Centerville, Fairfield and Oskaloosa offices, as well as continue as manager of the Ottumwa office. An individual in the Ottumwa office will assume managerial responsibilities for that office in the absence of the area coordinator. The coordinator will be under the direct supervision of an field supervisor at this time, though some "line" reorganization will become desirable and necessary as more areas are formed throughout the state.

The satellite offices would be reduced in staff without loss of effectiveness. These staff positions would be used to provide a part of the additional needs of the control office.

Reductions would be as follows and, as shown, are from levels as they were before the E & D Project and as they would be if we had to return to four separate office operations:

Centerville - reduced from five to three staff people, leaving in Centerville a manager and two interviewers. A counselor and one farm placement representative would be transferred to the Ottumwa Area Office.

Fairfield - reduced from three to two staff people, leaving in Fairfield a manager and an interviewer. One interviewer would be transferred to the Ottumwa Area Office.

Oskaloosa - reduced from four to two staff people, leaving in Oskaloosa a manager and an interviewer. One interviewer and a farm placement representative would be transferred to the Ottumwa Area Office.

As previously stated, there should be no loss in effectiveness of these three offices because all except day-to-day management would be provided by the area manager. Much of the placement activity (details in a later section) would be done in the area office and all of the statistical bookkeeping would be done in the area office. Removal of these activities from the satellite offices would permit the remaining staff to devote full time to productive activities such as application taking, employer and job development, and local placement. As the managerial positions in these offices became vacant through promotion, resignation, retirement, or any other cause, they would be reduced to interviewer-in-charge positions.

Ottumwa - staffing before the E & D Project, and as we would again have if we do not go into the area concept, was a manager, an employer relations representative, an MDTA selection and referral officer, a counselor, an interviewer aide (subprofessional) and five interviewers - a total of ten.

With transfers from the three satellite offices, the Ottumwa Area staffing would appear as follows with a total of fifteen:

Manager	1	Interviewer Aide	1
ERR	1	Interviewers	5
MDTA.	1	Outreach	2
Counselors . . .	2	Farm Placement Rep . . .	2

In addition to the five transfers into the Ottumwa Area Office from the satellite offices, a minimum of three additional positions would be needed. They are an interviewer to continue the centralized placement operation, a clerical person to assist with the centralized placement operation, and a labor market economist-occupational analyst.

Centralized placement is now done as follows and there will be no change: The active application file section contains duplicate applications of all applicants registered in the satellite offices and who cannot be readily placed locally. Satellite offices mail applications to the control office daily.

The active order file section contains duplicates of all orders received by the satellite offices and which cannot be readily filled locally, all intrastate and interstate clearance orders, plus job inventories for Iowa and surrounding states. Local offices do not have clearance orders or job inventories. The central placement operations are, therefore, able to match applications and orders, not only in regular clearance, but also between any two of the four satellite offices.

These files would be moved intact to the Ottumwa office. It is for the maintenance and servicing of this file that two additional staff people, an interviewer and an interviewer aide, would be needed.

Also, in order to continue the centralized placement operation, the "hot-line", which permits instant communication between any two of the offices, or conference calls between all four of the offices, must be continued. Without the "hot-line", we would have to return to regular clearance procedures in each of the four offices. Experience has proven that there is no value in a centralized placement operation unless there are available unlimited resources for long-distance telephoning. Cost of the "hot-line" is $5, 200 annually - less than the salary of one interviewer.

Highly desirable would be a third position added to the area office - a labor market economist-occupational analyst. The area would otherwise have no such service.

Improvement in the kind of and increase in the amount of labor market information has been emphasized statewide in our fiscal 1969 programs. The E & D Project has had a labor market economist. A good schedule of releases has been developed and should be continued and expanded.

This individual could also be trained to do occupational analyses. It is doubtful if one individual would have time to do very much of this work, but some of the most important work could be done. Staffing at the state level precludes any appreciable amount of assistance to local offices in this area.

Area Offices - Fort Dodge, Mason City and Burlington

Governor Harold E. Hughes of Iowa issued "Executive Order Number Eleven," dated February 19, 1968, in which he put forth in writing the recognition of the need for an "area concept" on a statewide basis and recommended the sixteen areas set forth by the Office for Planning and Programming. Governor Hughes further requested that each state agency submit a description of an overall plan for implementing, within the particular department, commission or agency, the regionalization concept as defined in the study. Prior to the Executive Order, the Iowa State Employment Service Management Analysts conducted research and have incorporated their research with that of five other groups in order to arrive at areas that appear most suitable for further extention of the "area concept" as initiated with the Ottumwa Experimental and Demonstration Project.

The five studies were conducted by Arthur D. Little, Consultant, Cambridge, Massachusetts, in December, 1962; Iowa State Department of Public Instruction in December, 1962; Dr. Karl A. Fox, Head, Department of Economics, Iowa State University, Ames, Iowa; Harold F. Wise, Robert Gladstone and Associates, Planning and Economic Consultants; and Office for Planning and Programming. Each of the five studies rely on the common fundamental concept of a "focal point" or "central city". Although the number of "central cities" vary, those so designated are identical.

Identification of a "central city" was based on several factors, the major being that we would have a greater probability of success if existing patterns of social and economic behavior could be preserved in an area and that no attempt should be made to change this pattern. This was a major concept adopted by all five studies mentioned.

Convenience of the citizens we serve and the availability of our services to them weigh very heavily on our ability and success in serving their needs. Several of the studies established that workers will and do commute one hour's traveling distance from their residences. Iowa has one of the most extensive rural farm-to-market road networks in the entire nation. Iowa is composed primarily of a grid network of roads running east to west and north to south at one-mile intervals. We have identified Fort Dodge, Mason City and Burlington as three central cities in which area offices are to be established.

APPENDIX G

REVISED INTERAREA PLACEMENT AND JOB DEVELOPMENT PROGRAM BY IOWA AGENCY

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Interarea recruitment activities should be concentrated on (a) direct clearance between local offices (b) positive recruitment and (c) labor demand-supply reports. Such reports will be consolidated and issued by the National office to provide a national guide to direct recruitment and labor mobility efforts. The following instructions represent Iowa's redirection of clearance operations:

In order to speed up interarea recruitment, effective January 1, 1969, no Clearance Order, ES-560 or 560A will be extended unless the employer agrees to accept reverse charges telephone call from an ES person, conduct positive recruitment or give delegated hiring authority. (An exception will be made for governmental employers.) Offices in Iowa will be in direct clearance with each other. Telephone monies will be allocated to each office to be used for clearance to determine available supply areas and to do job development for applicants when no orders are available. In other words, time consuming mail referral will be discontinued wherever possible. The local office will have the responsibility to serve the applicant or the employer as quickly as possible, with only facilitating services from the state office.

Excerpt from Iowa E.S. Memorandum, Series III, No. 1638 dated December 16, 1968.

APPENDIX H

SUMMER—68, A SUMMARY REPORT OF THE SUMMER YOUTH EMPLOYMENT DEMONSTRATION PROJECTS

INTRODUCTION

During the summer of 1968, the Iowa State Employment Service, through the Ottumwa Experimental and Development Project (South Iowa Manpower Center), engaged in two summer youth employment demonstration projects. These projects, while mounted in two widely divergent counties in terms of population, industrial composition, and labor market conditions, required commitment of comparable resources and shared a twofold objective. The first part of this objective was to deliver effective summer job placement and job development service to the young people of the respective counties. The second part of the objective was to ascertain the degree to which the summer youth employment needs of the young people in the respective counties remained unmet despite maximum utilization of the employment opportunities offered by private industry and by the various federal and state programs.

This summary briefly describes the counties within which the projects were mounted, the similarities and differences between the two individual projects, and the conclusions suggested by project experience.

THE PROGRAMS

Techniques:

The Summer Youth Employment Demonstration Projects employed two basic techniques. In the first place, two young people were hired to serve as Summer Youth Employment Interviewers in each county. The concept in this case was that young people could bring much in the way of imagination and innovation to the Summer Youth Employment Programs. In the second place, each community was substantially and deliberately involved in planning, developing, and administering the projects. The theory in this case was that substantial community involvement would result in more effective project activity.

Organization and Structure:

In Washington County, community involvement was realized through an ad hoc committee organized specifically for the purpose. Community leaders participated extensively in planning the program and in managing the activities. Program operation and administration, however, reverted to the Employment Service. The Summer Youth interviewers worked under the technical direction and line supervision of the Employment Service outstation interviewer. One of the two youth interviewers shared office quarters with the regular Employment Service outstation interviewer at the Washington County Community Action Program headquarters. The other Washington County youth interviewer established a Summer Office in his home.

In Wapello County community involvement was achieved through Ottumwa Community Services, Incorporated. This nonprofit corporation was established expressly for the purpose of promoting community improvement programs on the order of the Summer Youth Employment Project. In the Wapello County Project, community leaders were involved not only in planning and setting up the program, but in the actual administration of the program as well. In practice, it turned out that community participation in program planning and implementation was more theory than fact; on the other hand, Ottumwa Community Services, Incorporated participated in the actual administration of program activities to a considerable degree.

In Wapello County, the two summer youth interviewers were assigned to a Summer Youth Placement Center physically located in the midst of downtown Ottumwa and jointly staffed by the Iowa State Employment Service and the Southern Iowa Economic Development Association (S.I.E.D.A.), the Community Action Program Agency serving the area. The Center operated under the line of supervision of the president of Ottumwa Community Services, Incorporated. However, technical direction was furnished, not only to the summer youth interviewers hired by the Iowa State Employment Service, but to the Center Director and to the staff supplied by S.I.E.D.A. as well, by South Iowa Manpower Center personnel. The Wapello County Project became, consequently, a multi-agency venture operated by a local civic organization but functioning under the technical supervision of the Iowa State Employment Service.

While the essential ingredients going into both projects were the same--young people as youth interviewers and widespread community participation--the project structures in the two counties differed substantially. These organizational and structural differences grew directly from the differing characteristics of the counties in which the projects were operating.

Influence of Local Conditions:

The projects were mounted in two noncontiguous counties in Southeast Iowa. Washington County is essentially rural and is located in the midst of one of America's richest agricultural areas. Of the 22,000 county residents, fewer than one third live in villages and towns. In terms of per capita wealth and per capita sales, Washington County ranks among the top counties in Iowa. While agriculture remains the prime industry, the economy is somewhat diversified by the presence of thirteen light industries and one modern grey iron foundry. During the period the Summer Youth Employment Project was operational, the estimated unemployment rate in Washington County remained below 1.5 per cent. During the corresponding period, the estimated unemployment rate for the State of Iowa ranged between 2.3 and 2.8 per cent. In summary, Washington County is essentially rural, relatively wealthy, primarily agricultural, and relatively untroubled by unemployment problems. As a consequence, a relatively simple organizational structure was able to deliver the service.

Wapello County, the other county in which a Summer Youth Employment Project was undertaken, is more urbanly oriented. 33,750 of Wapello County's 46,125 residents live in the city of Ottumwa. Wapello County's economy is dominated by a meat packing plant and a farm machinery factory. In the last three years, Wapello County has lost five industries, one of which had had peak employment of over 1,000. This substantial industrial loss has had predictable consequences; retail sales are down and job opportunities in the sales and service fields have diminished. In the period during which the Summer Youth Employment Project was operational, Wapello County's estimated unemployment rate ranged between 5.7 per cent and 6.5 per cent, considerably above the estimated state rates of from 2.3 per cent to 2.8 per cent for the period. In summary, Wapello County is essentially an industrially oriented county experiencing an unemployment rate better than twice that of the state at large. Secondary effects of substantial industrial losses over the past two years are being experienced in the county. As a consequence, young people seeking summer employment find it necessary to compete with sizeable numbers of unemployed adults in a job market characterized by a continuing shrinkage of job opportunities. Moreover, more urban Wapello County is highly structured--substantial organization of the county by the different agencies has already occurred. As a result, only a more complex organizational structure, capable of unifying the objectives and the operational idiosyncrasies of the participating agencies, was capable of having an impact in the economically troubled community.

Experience Gained:

In terms of the effectiveness of the tools or techniques employed--the use of young people as summer youth employment interviewers and substantial community involvement in program planning, implementation, and operation--the experience of the two projects was remarkably similar. The young people were found to be enthusiastic, ambitious, and tremendously creative. In addition to providing effective job development and placement services in their communities, these young people contributed innovative promotional ideas to the projects and served as extremely effective ambassadors, not only to the young people of the community, but to the community at large. In this latter respect, the summer youth employment interviewers proved capable of interpreting the summer youth employment problem to the community much more effectively than the established agencies had previously been able to.

Similarly, involvement of the communities made significant contributions to the effectiveness of the projects. In Washington County, community involvement translated into unlimited promotional radio time and newspaper space. It also resulted in community leaders participating, along with school and Employment Service personnel, in the job clinics. In addition, community leaders made a point of promoting the program in the course of regular contacts in the community. Coupled with the efforts of the two summer youth interviewers, the result was summer employment for nearly all the available and interested young people.

In Wapello County, though community leaders were involved in planning the program from its inception, little community concern was evidenced early in the project as the existence of a real problem was doubted. However, when over seven hundred unemployed young people had been identified and fewer than fifty had been placed even in temporary jobs by the end of the first month of project operation, community concern became real. Prior involvement of community leaders then made it possible to translate this concern into promotional radio and television time, promotional activities in behalf of the project by industrial and business leaders, and into newspaper feature articles and complimentary display-type advertising. Though sufficient potential employment possibilities to absorb all the available young people simply did not exist in the community, the involvement of community leadership in project planning and administration did contribute to the effort to make the community aware of the existence of a real problem. Equally important, the translated concern of community leaders resulted in more young people having at least short-term summer jobs.

In summary, the use of young people as summer youth employment interviewers was found to be effective and desirable in both projects. Likewise, the involvement of community leaders in project development and implementation was found to be of enormous value. Translated into the terms of the first part of the twofold objective shared by these demonstration projects--the delivery of effective job development and placement service to the young people of the community--the effectiveness of the tools resulted in attainment of the objective; effective service was delivered.

The experiences of the two demonstration projects in relation to the second part of the common twofold objective--the determination of the extent to which the summer employment needs of young people remain unmet despite optimal utilization of the opportunities available through private employment and the various state and local programs--differ substantially. In rural Washington County, at least some summer employment, even though it may not have been the ideal full-time summer job, was available for virtually every interested young person. An aggressive, effective summer job development and placement program was entirely adequate to meet the needs of the community.

In Wapello County, the experience was altogether different. Despite a more intense promotional campaign and despite maximum utilization of the opportunities available through private industry and through the various state and federal programs, over four hundred young people who registered with the project for summer employment failed to find even one very short-term job. Youth employment needs were effectively communicated to the community; the summer youth interviewers were resourceful and persistent in their job development efforts; the resources available through the Neighborhood Youth Corps were fully exploited. Yet over half of the young people who asked for work failed to get a job. The conclusion is inescapable; some type of job creation activities is vitally important to a successful effort to meet the summer youth employment needs of a community of the size of, and exhibiting the economic characteristics of, Wapello County. The often proposed expedient of adding staff and expertise--of simply "putting more into it"--proved unequal to the task.

Experience Sidelights:

Discussion of the experience gained in these two demonstration projects would not be complete without comment on the differences in attitude displayed by the young people in the respective counties. In Wapello County, the summer youth interviewers had a great deal of difficulty with young people who turned down jobs or who failed to report to the employer when referred. In Washington County on the other hand, there were few, if any, experiences of this sort. The differences appear to lie in the influence the job clinics had in Washington County. The schools were full-fledged participants in the Washington County Project; the job clinics were conducted during school hours and were required parts of the day's curriculum. The content of the clinic presentations was concrete and practical. The young people were told what kind of jobs would be available, what rate of pay they could expect, and what the employer--whether industrial, commercial, domestic, or argicultural--would expect of them. The truth about the world of summer work was conveyed to the young people during these give and take sessions in terms that could be understood. As a result, the job clinics turned out to be effective means for disseminating practical, relevant labor market information. Though the young people did not necessarily like what they heard, they heard it in time to adjust to it realistically. The need for this type of hard, practical labor market information prompted the Center Director of the Wapello County project to recommend inclusion of summer job clinics in future programs.

The reaction of the respective communities to the demonstration projects is also well worth noting. In the case of Washington County, the demonstrated effectiveness of the 1968 Project has resulted in widespread community interest in mounting a similar program utilizing only local resources next year. In Wapello County a locally financed Summer Youth Employment Program featuring both job creation activity and the use of summer youth employment interviewers to promote maximum utilization of the potential offered by private employment, is under development. Taken together, this experience suggests the possibility of using Employment Service resources to initiate pilot Summer Youth Projects which could be "spun off" and financed locally when the program's potential had once been demonstrated in the community.

Conclusion:

In retrospect, the techniques employed in these demonstration projects were effective; were the projects to be repeated, few changes would be made. That young people can do a creditable and competent job of providing placement and job development service for other young people was amply demonstrated. In addition to proving capable of mastering the techniques, the youth interviewers demonstrated their ability to approach their assignments with an inventiveness and an enthusiasm adults would find difficult to muster. Finally, the young interviewers proved their ability to interpret the realities of the labor market to other young people extremely effectively.

Likewise, even though it was often difficult and sometimes painful, the advantages of working with, and through, community leaders were also clearly demonstrated. As the Wapello County experience illustrated, the problem of summer youth employment is a large one. The participation of community leadership enabled the Wapello County Project to communicate the dimensions of the problem to the community; it also brought sufficient pressure to bear to force competitive public agencies to work together to solve a community problem. In Washington County, the participation of community leadership resulted in a program capable of coping with community needs. The dollar investment in the two projects was small--less than $1, 300 per project--but the service delivered and the impact on the community was great. The approach embodied in the projects proved both effective and economical.

On the other hand, some structural and operational changes would most certainly be made in the Wapello County Project. Here the absence of significant school participation, the importance of which was demonstrated by the experience of Washington County, handicapped the Wapello County Project. Similar school involvement in Wapello County could contribute not only to the strength of the Summer Youth Employment Program, but to the effectiveness of the cooperative school program as well. In our work-oriented society, knowledge of the world of work is as much a part of a well-rounded education as general academic knowledge; solid, realistic labor market information is always relevant.

For fuller discussion both of the techniques employed in these Summer Youth Employment Programs, and of the results achieved through them, see the Supplemental Report, "Summer -68". Copies of this report may be requested from Mr. Max Noe, Youth Services Supervisor, Iowa Employment Security Commission, 1000 East Grand Avenue, Des Moines, Iowa 50319.

APPENDIX I

SUMMARY OF THE IOWA LABOR MOBILITY DEMONSTRATION PROJECT

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In 18 months of operation, the Iowa Labor Mobility Demonstration Project reached 1,515 unemployed and underemployed Iowa workers, relocated 759 of these workers and placed an additional 123 of these workers in permanent employment in their home communities. These results were achieved by a professional and clerical staff of 10, at a total administrative and relocation assistance allowance cost of $212,128 or approximately $240.59 per worker placed in permanent employment.

The Iowa Project was operationally oriented as a direct result of its close association with the Ottumwa Experimental and Demonstration Project, a project concerned with strengthening the ability of the Employment Service to provide effective manpower services in rural areas through a fundamental restructuring the service delivery system. In the organizational land operational environment created by the Ottumwa Project, the Mobility Project became the means for introducing an in-depth interarea placement program into the restructured service system. Each project substantially influenced the operational experience of the other. The Ottumwa Project reinforced the operational orientation of the Mobility Project, while the Mobility Project converted interarea placement into an effective operation program for the Ottumwa Project.

The Iowa Project's experience indicated that unemployed and underemployed rural workers will relocate for suitable employment and that employers in more urban areas will hire these workers readily. However, the Iowa experience also indicated that an extremely efficient and sophisticated interarea job development and placement system is required to translate the opportunities available through relocation into real alternatives for the average rural unemployed worker. The traditional interarea placement system tends to be too slow, and too insufficiently oriented to individualized service to effectively serve marginally qualified workers and the employers who are willing, with encouragement, to hire these workers.

Along with demonstrating a need for strengthened and streamlined interarea job development and placement techniques and procedures, the Iowa Project's experience also indicated that utilization of modern communication devices and techniques can effectively facilitate general Employment Service, as well as more specialized interarea placement, activities. Internally, a leased line telephone communication system permitted the entire supply area--an area composed of 12 sizeable counties and served by 4 Employment Service local offices--to be treated as a single labor market. It also enabled the 4 local Employment Service offices, physically separated by as much as 75 miles, to function as a single unit. The inevitable consequence, so far as interarea placement and job development activity was concerned, was a vastly strengthened performance.

Externally, exploitation of the opportunities offered by commercial television in the "Jobs-A-Go-Go" series indicated that, at least in rural areas of light labor demand, there are sizeable numbers of workers who the Employment Service has not been reaching, and apparently cannot reach, through print and the other more conventional media even though these workers both want and need service. Before service can be rendered, the potential recipient must be reached.

The Iowa Project's experience indicated that the precise nature of these needs varies widely between particular individuals. In addition, relocating workers generally and relocating disadvantaged workers particularly acutely need an assortment of supportive services which the Employment Service is too often ill-equipped to provide. To convert out of the area employment into a live option for some workers, information about the location of job opportunities is enough. Streamlined and strengthened interarea placement techniques and procedures would meet the needs of these workers.

Other workers are less psychologically and financially independent. Transportation to the pre-employment interview, assistance with the cost of the move, job adjustment and family counseling services and help in becoming acclimated to the new environment may all be necessary before relocating for employment is a viable alternative for these workers.

Beyond this, uniquely local problems, such as the relative absence of public transportation out of the supply area in the Iowa Project, can complicate the relocation process and aggravate relocation problems for the less independent and less competitive worker. To serve the needs of these workers both economically and adequately, a flexible program offering a variety of services in varying depths is required. To be effective, the program must be tailored to the needs of the individuals and the area, rather than imposed by formula.

APPENDIX J

SUMMARY OF THE 1967 HIGH SCHOOL SURVEY

INTRODUCTION

The purpose of this study was to obtain current information about the job establishment experiences of 1967 high school graduates who attended public high schools in a 12-county South Central area of Iowa. The study was conducted under the auspices of the Ottumwa Experimental and Demonstration Project. Cooperation in the study was extended by the College of Education at Iowa State University of Science and Technology.

POPULATION AND SAMPLE

The population from which responses were solicited consisted of 1967 graduates from 25 of the 34 public high schools located within the primarily rural 12-county area in South Central Iowa. The counties comprising the area were Appanoose, Davis, Jefferson, Keokuk, Lucas, Mahaska, Marion, Monroe, Van Buren, Wapello, Washington and Wayne.

Class lists for graduating seniors in the class of 1967 were obtained from the high schools. A questionnaire was mailed to each graduate and completed questionnaires were returned by three-fourths of them. The sample consisted of 1,722 graduates out of a total of 2,284. The initial questionnaire was mailed in late August and early September 1967. A follow-up questionnaire was mailed in late September to the parents of those graduates from whom questionnaires were not returned. Personal interviews were conducted during December with 5 per cent of the graduates who did not respond to the mail questionnaire.

GRADUATES' PLANS FOR THE FUTURE

One specific objective of the study was to determine the primary future plans of the graduates after they had been out of high school approximately 3 months. The word "future" was designated as a period of 1 year after the survey was administered.

The largest number of graduates planned to attend a college or university. An additional 14 per cent were planning to attend a business, trade or technical school. Thus, approximately 62 per cent of the sample planned for post high school education.

Over one-fourth of the respondents said they planned to work at permanent jobs. The remainder of the future plans included military service, work on family farm or in family business, indefinite plans and other miscellaneous plans. The latter group included young women who planned to become homemakers. Much of the data was analyzed in terms of the future plans categories of permanent work, post high school education and other miscellaneous plans not readily classified into either of the other two categories. A statistical analysis of the responses from persons who completed the questionnaire and from those who were interviewed indicate that the sample contained more graduates with educational plans and fewer with work plans than was characteristic of the entire population.

EMPLOYMENT

A second specific objective was to identify and classify the occupations in which the respondents had been employed since graduation. Most graduates with permanent work plans had located permanent jobs while the majority with future educational plans had held summer jobs. For all respondents the number employed in permanent and summer employment was approximately equal. It became apparent that some of the summer jobs reported by graduates with educational plans could have been considered by their employers as permanent jobs filled by summer workers. The graduates planning permanent work reported an unemployment rate of 10 per cent. The graduates with educational plans had a higher unemployment rate but it was undetermined how many of them were unemployed by choice.

The categories of work in which the graduates had been engaged, in order of highest to lowest response frequency, were: clerical and sales occupations; service work; farming, fishery, forestry and related; structural work; bench work; miscellaneous work; professional, technical, and managerial; processing and machine trades. For each category of future plans whether education or permanent work, clerical and sales work was engaged in most frequently. Permanent workers selected bench work occupations as the second most frequently entered occupation. Service work was cited as employment almost as often as clerical and sales work by graduates with future educational plans.

Graduates with primary plans other than education or work were most often engaged in farming, fishery, forestry, or related work followed by structural work. Categories of work which appeared to offer the least opportunity for entrance to all graduates were primarily the skilled work categories of processing and machine trades. Professional, technical and managerial work also offered infrequent opportunity for entrance.

An 80 per cent majority of all respondents had held one job between the time they had graduated and the time the questionnaire was completed. About 16 per cent had been employed in two jobs and 3 per cent had been employed in three or more jobs.

GEOGRAPHIC MOBILITY

After 3 months in the labor market, about 80 per cent of all employed respondents held jobs within the confines of the 12 South Central Iowa counties. There were marked differences between graduates who planned permanent work and those who planned educational or other types of pursuits on geographic location. Permanent workers had left the area much more often than was true for the other two groups of graduates. They also had left the state somewhat more frequently. One out of every 3 graduates planning permanent work were employed outside the 12-county survey area. However, data collected on distance traveled for employment indicated that 214 respondents with various plans were working outside the area but within the state and that 112 of them were employed within a 50-mile radius of their family homes.

Graduates who had permanent work plans had left the 12-county area in greater numbers than did those with educational and other plans. However, the reverse was indicated by those who planned to leave. Those planning for additional education and for other types of pursuits planned more often to leave the area within the following year than did those planning permanent work. The data indicated that less than 40 per cent of all the respondents surveyed could definitely state they were going to remain in the 12-county area. Almost 50 per cent were able to definitely state they planned to leave or had left the area. Approximately 10 per cent omitted a response, apparently due to indecision. Very few graduates--less than 2 per cent of all respondents--were able to definitely state they planned to return to the 12-county area for employment.

Jobs at which graduates had been employed during the summer months were identified by occupational group and by the county or state in which the employment was located. Counties within the 12-county area in which the largest number of graduates were employed by number of respondents who graduated from schools in each county were Jefferson, Wapello and Mahaska Counties. The six counties in Iowa where the greatest number of graduates located employment in the order of largest to smallest number were Johnson, Polk, Des Moines, Linn, Scott and Iowa Counties. The two states to which most graduates had relocated were Illinois and Missouri. With few exceptions, those who planned to leave the area during the following year tended to select the same geographic areas as those who had preceded them.

JOB FINDING

One of the objectives of the study was to explain the methods by which employment was obtained. The data revealed that almost an equal number of the employed respondents had located their employment by making a direct application to an employer and by using information supplied by friends and relatives. These two methods accounted for approximately 70 per cent of the job placements.

The Iowa State Employment Service and help wanted advertisements were cited least often as methods by which current employment was obtained. Several of the graduates listed methods other than those presented by the questionnaire. These other methods included responses from those who had joined the military and from those who had received assistance from high schools or social agencies. A larger percentage of the employed graduates planning permanent work had secured their jobs through the public employment service than had those with educational or other plans.

UTILIZATION OF THE IOWA STATE EMPLOYMENT SERVICE

The study objective of exploring the extent to which the public employment service had been utilized was accomplished. Approximately 28 per cent of all respondents had applied for employment at the Iowa State Employment Service. The percentage of graduates with permanent work plans who used the Employment Service was greater than that for either of the groups with educational or other plans.

Several possible reasons for this finding were cited. Perhaps more of the graduates planning further education did not choose to work or perhaps persons looking for permanent jobs might tend to seek work more diligently. The possibility that the Iowa State Employment Service was viewed by graduates as being primarily interested in persons seeking permanent work was also considered. In support of this possibility the findings indicated the Employment Service served the permanent workers who had applied relatively more frequently than it did those with educational or other plans who had filed applications.

The graduates who had applied to the Iowa State Employment Service also gave their feelings about whether or not the Employment Service was helpful. Only one-fourth of those who applied felt they had received helpful service. Approximately 40 per cent had been offered no service at all. The graduates with permanent work plans reported having been helped relatively more frequently than did the other graduates. The graduates who had been helped regarded the following specific services--in the order of highest to lowest frequency--of job referral, job development, aptitude testing, training, counseling, and other services not defined as being of benefit to them. Data on the services that were not offered but that the graduates wanted was also obtained. Several graduates expressed a need for employment services at the time of the survey. These individuals were subsequently contacted and offered the necessary assistance.

JOB SATISFACTION

The findings on job satisfaction indicated that over two-thirds of those employed were satisfied with their employment. Relatively more graduates who planned for permanent work expressed satisfaction than did those with educational or other plans. Approximately 20 per cent were dissatisfied while the remaining 12 per cent didn't answer the question. When used, the method of obtaining employment which most frequently resulted in a satisfactory job was applying with the Iowa State Employment Service. Help wanted advertisements more frequently resulted in job dissatisfaction than was indicated for any of the other means of securing employment. The possible reasons accounting for this finding were based upon the amount and objectivity of information conveyed to the graduate about the job and himself before he became employed.

DURATION OF JOB SEARCH

The data indicated that the largest number of employed graduates, 44 per cent, had located a job before graduation from high school. Graduates having plans for additional education tended to report more frequently that they had located employment before leaving high school. However, the per cent not locating work by the time the survey was administered were almost twice as great for those with educational plans and those with other types of plans than was reported for the permanent work group. About 10 per cent responded they had not located work during the summer months. There were twice as many graduates who did not locate work and were not registered with the Iowa State Employment Service than those who did not locate work but had applied to the Employment Service.

The majority of the respondents had completed their own questionnaires. For about one-fourth, parents answered in place of the graduate. The parent was instructed to answer only those questions about which he or she had knowledge on how the graduate would have responded. The results of this study have been useful in establishing summer employment programs for youth.

APPENDIX K

MASS MEDIA COMMUNICATION SURVEY, BACKGROUND AND BRIEF SUMMARY

THE EMPLOYMENT SERVICE AND AREA INFORMATION IN RURAL AMERICA

In Iowa there are 48 daily and Sunday newspapers; 372 weekly, twin-weekly and semi-weeklies; 101 AM and FM radio stations; and 13 television stations. In all, quite enough media resources to be utilized in developing and carrying rural manpower programs to the public. At the same time it is unreasonable to assume that an informational staff of one or two can successfully implement a statewide PR program even for these available media. Strangely enough this is the case in Iowa and other states which have a significant number of residents living in rural areas.

The rationale is usually quite simple. As long as the Employment Service is pressed for funds to handle actual "people services," there is just no way to provide for additional information people. Since public relations and communication efforts are usually hard to document in terms of transactions, placements, "success" and "failure," the administrator has more difficulty justifying their role in his budget. The problem is often pushed aside with such lip service as, "All our people are PR people," and "... Let the local office managers handle it."

This kind of thinking may be all right to a certain extent. After all, we want our employees and managers to be selling the Employment Service all the time. To assume, however, that they have the time and training to consistently handle mass media information programs is nothing but a mistake. A mistake which results in small office information programs consisting of the placement of a few posters, an annual speech at the manager's service club and the local high school, 3 or 4 newspaper releases a year (from information packets for NEH, NVGA week if they arrive in time), and a daily radio listing of job opportunities.

Although these efforts are passable, media representatives want and can use much more. Local media people want localized stories, photographs, and program scripts with local impact. They usually show only passing interest in generalized releases from the state or region handed down through the small office. Only the extraordinary local office manager finds the time to court his media, prepare material for them, and check to see that it appears regularly in newspapers, on radio, and television. He may even issue his own employment newsletter. Most of the time you won't find him home at night either, because he will be speaking all over the one or several counties in his jurisdiction. But this man is the exception.

Most small office information programs seem to be limited for the following reasons:

...Managers are swamped handling day to day transactions that should be the function of subordinate staff.

...Managers have neither financial resources nor technical knowledge necessary to create appropriate promotional vehicles for new and existing manpower services.

...Managers do not realize how media can work for them nor do they have realistic informational goals instilled in them by higher management.

It is relatively easy to discount the need to use mass media and other information techniques when a small office is busy from eight to five and performance statistics increase from year to year. Yet as the body of the Breakthrough Report illustrates, statistics and office activity can increase while a large portion of the dispersed rural population remains without service. In effect, counties in which offices are located tend to be "overserved" in relation to those counties on the periphery of areas of jurisdiction; the counties where word-of-mouth information about available employment services is less prevalent or "out-of-date." Although word-of-mouth has been shown to be the largest single direct source of information about Employment Service policies and practices, it lacks the predictability and immediate reach of mass media. Should we wait months or years for residents in outlying rural areas to get incorrect information about the Employment Service, or should we become involved in sending it out now?

The label "equal opportunity" or "public service organization" implies that we are doing our best to serve all who need us. Restriction of information to potential users in "underserved" rural areas indicates that we either do not want or cannot handle any more business. By failing to provide the technical and financial resources for comprehensive public information programs in small office areas, we are in effect restricting that information.

For the most part the Employment Service is experiencing the same growing pains as many other large organizations faced with a myriad of new responsibilities and a once successful but now saturated local delivery system. The whole structure of rural life is shifting, expanding, and accelerating.

A significant upshot of this new rural mobility is the functional economic area. The functional economic area or labor market is a paradox in a way because of the generic associations it imparts to mobility in the rural situation. True, multi-county identification, commuting, traffic, communication, and organization combine to crystalize a mobility unlike anything rural America has known before. Given a certain skill level, a new kind of job mobility results for the worker who is part of an "area community" where transportation hardware presents no problem. But given industrial attrition or an increasing rate of agricultural and industrial obsolescence, that same worker may experience no job mobility or no job at all.

Area mass media, simultaneously generating and feeding off the growth of such area labor markets, are logically the first tools to look to in implementing new and expanded programs designed to cope with the situation. In this respect, informational efforts should be directed through the media toward two general goals:

...Informing the various publics of today's job skill requirements and labor conditions in a dynamic area labor market.

...Acquainting these publics with available Employment Service facilities and the functional and social responsibility of the Service in helping them meet employment and manpower needs.

Progress toward these goals is hampered, however, as new programs find their way down old informational paths in an effort to maintain order at the local level. The small office still sends out a generalized release (or no release at all) to a number of media, usually taking little account of their particular requirements.

The state office based professional has the technical knowledge and media experience, but is too far removed from the local situation to provide creative assistance with any consistency over his broad area of responsibility. So the professional continues to handle state office literature (of dubious value outside the organization), gives specialized help to small offices where he can, and because of "time limitations" sends out generalized releases to the rest of the state.

There's just no way to beat it. Under the present delivery system those time limitations will always be there, and the state information officer would be the first to agree. This is not to say that there is any inherent inferiority in the informational tatics used in most small office areas. It's just that informational tactics are seldom used at all.

Resources and personnel time involved in the planning, experimentation, creation, and delivery of localized information are considered the luxury which they are not. As an illustration we might focus on the problems of reaching the disadvantaged or HRD applicant, which have aroused much concern of late.

Small office personnel, aware of disproportionate service to peripheral parts of the county or counties they serve, decide to embark on an intensive program of outreach to prospective HRD applicants. Perhaps they send out a few releases and make a special effort to contact certain groups on welfare throughout the area. If the local staff is particularly conscientious, they may send out personal letters to area residents urging them to use the service or tell friends about it. The daily or weekly radio program may also be used to plug this special effort. But television, perhaps the single most important entertainment medium for reaching the disadvantaged and nondisadvantaged as well, will probably be left unexploited because it is more expensive, takes more preparation, and is not the usual way of doing things. Even if the small office considers television they may dismiss it due to lack of time or confidence requisite in preparing a show, and particularly because they know requisitioning funds may be extremely difficult.

Television is mentioned here only as an example of a possible special or creative use of a mass medium to complete the informational outreach that word-of-mouth and small office contacts begin. Certainly a wide variety of media can be used creatively if allowance is made in the small office structure for a minimal information budget and time to plan.

Informational activities of the Ottumwa Experimental and Demonstration Project were designed to test such a structure. By hiring an information specialist for the 12-county Project labor market area, it was hoped that localized informational efforts could not only be stepped up but coordinated over the previous four small office jurisdictions. The rationale was that such a specialist could fill the informational gap between the small office and the administrative office by providing technical assistance at the local level. Also that he could do this without informationally segmenting four offices in counties that had developed into a 12-county labor market area.